UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/SR.12
6 June 1991

ORIGINAL: ENGLISH

GOVERNING COUNCIL

Thirty-eighth session

SUMMARY RECORD OF THE 12th MEETING

Held at Headquarters, New York,
on Monday, 3 June 1991, at 10 a.m.

President: Mr. PIRIZ-BALLON (Uruguay)

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Opening of the session and adoption of the agenda

United Nations Population Fund

(a) Annual report of the Executive Director for 1990 and programme-level activities

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Any corrections to the records of the meetings of this session will be consolidated in a single corrigendum, to be issued shortly after the end of the session.

The meeting was called to order at 10.25 a.m.

OPENING OF THE SESSION AND ADOPTION OF THE AGENDA (DP/1991/L.7; DP/1991/BFC/L.1; DP/1991/SCPM/L.1; DP/1991/8 and 9)

1. The PRESIDENT said that, in view of the recent developments in the Persian Gulf region, the Bureau had decided to recommend that the Governing Council should include in its provisional agenda an additional item entitled "Assistance to the Palestinian people", without prejudice to the decision concerning the biennialization of the item. If the Council agreed, the item would be considered under agenda item 3, entitled "Special programmes of assistance".

2. If he heard no objection, he would take it that the Council wished to adopt the agenda as contained in annex I to document DP/1991/L.7 and to include an additional item entitled "Assistance to the Palestinian people", which would be considered under agenda item 3.

3. The agenda was adopted.

4. The PRESIDENT said that annex II to document DP/1991/L.7 contained the tentative schedule of work that the Governing Council had adopted in February. However, since then, the Bureau had reviewed the tentative schedule of work in the light of several developments, and had agreed to submit a number of changes to the Council for its consideration.

5. Mr. KIRDAR (Secretary of the Council) read out the proposed changes to the tentative schedule of work.

6. Mr. ROHNER (Switzerland) said that, in his view, items 4 (c), entitled "National execution", and 5 (c), entitled "Support costs: successor arrangements", should be discussed in the Standing Committee for Programme Matters before they were discussed at a plenary meeting of the Governing Council.

7. After a procedural discussion in which Mr. SAHLMANN (Germany), Mr. PETTITT (United Kingdom), Mr. LUKABU KHABOUJI N'ZAJI (Zaire), Mr. KIRDAR (Secretary of the Council), Miss JANJUA (Pakistan), Mrs. DUDIK GAYOSO (United States of America), Miss HASSAN (Observer for Egypt), Mr. DRAPER (Administrator), Mr. MORALES CARBALLO (Cuba), Mr. AL-FAIHANI (Observer for Bahrain), Mr. KELLAND (Denmark), Mr. SAHA (India), Mr. CARVALHO (Brazil), Mr. SOUTTER (Canada) and Mr. FLEMMING (Saint Lucia) took part, the PRESIDENT suggested that, as there was no agreement on the proposal made by the Observer for Switzerland, the Council should defer a decision until informal consultations had been held.

8. The PRESIDENT said that, if he heard no objection, he would take it that the Council agreed to adopt the tentative schedule of work as set out in document DP/1991/L.7, with the changes submitted by the Bureau.

9. It was so decided.

10. The PRESIDENT stressed that meetings of the Governing Council would begin punctually. In view of the critical financial situation of the United Nations, meetings could not be extended, and additional evening or night meetings could not be scheduled. In accordance with Governing Council decision 89/1, and in view of the large number of members and observers wishing to participate, the time-limit of 10 minutes must be strictly observed by speakers during the general debate. Information concerning the status of documentation was contained in document DP/1991/9.

11. The Permanent Inter-State Committee on Drought Control in the Sahel (CILSS) and the Intergovernmental Authority on Drought and Development (IGADD), both of which cooperated closely with UNDP, had requested permission to participate in the meetings of the Governing Council. If he heard no objection, he would take it that the Council agreed that they could attend meetings at which questions of interest to them were considered.

12. It was so decided.

13. The PRESIDENT drew attention to Governing Council decision 91/1, section VIII, in which the Council reaffirmed the principles which should guide the deliberations of the Drafting Group. Those principles had been adopted in Governing Council decision 83/1, and were reproduced in paragraphs 16 and 17 of document DP/1991/L.7.

14. Mr. DRAPER (Administrator) reaffirmed the importance of the thirty-eighth session, at which a number of significant decisions would have to be taken. He was confident that a spirit of consensus would prevail during the session and that the Council's efforts would prove meaningful to the developing world. He wished to welcome Mr. Ji Chaozhu, the new Under-Secretary-General for Technical Cooperation for Development, to his first session of the Governing Council. UNDP, the United Nations Population Fund (UNFPA) and the Department of Technical Cooperation for Development would make every effort to facilitate the deliberations of the Governing Council.

15. Mr. JI Chaozhu (Under-Secretary-General for Technical Cooperation for Development) said that he looked forward to cooperating closely with the Administrator of UNDP and the Executive Director of UNFPA. Under agenda item 7, on United Nations technical cooperation activities, he would discuss the question of strengthening cooperation with UNDP and UNFPA, in accordance with the relevant General Assembly resolutions and with input from the members of the Governing Council.

The meeting was suspended at noon and resumed at 12.10 p.m.

UNITED NATIONS POPULATION FUND

(a) ANNUAL REPORT OF THE EXECUTIVE DIRECTOR FOR 1990 AND PROGRAMME-LEVEL ACTIVITIES (DP/1991/28, Parts I-III, DP/1991/30, 31, 32, 33, 34 and 35)

16. Mrs. SADIK (Executive Director, United Nations Population Fund) referred to a number of international agreements and to General Assembly resolution 45/216, entitled "Population and development", which stressed that the collective effort of all humankind would be essential in confronting the challenges of the 1990s. Achieving a better balance between population, available resources and development would require a strong political commitment to population issues and, above all, adequate resources. Resource mobilization was currently the highest priority of UNFPA.

17. Whether the current world population would double or triple would depend largely on whether further progress was achieved in slowing population growth rates during the 1990s. According to the 1990 revision of the United Nations medium-variant projection, world population, which currently stood at 5.4 billion, would reach 8.5 billion by the year 2025. Ninety-five per cent of that increase would occur in developing regions. Never in human history had population grown as rapidly as in sub-Saharan Africa, whose population of 501 million was expected to double in only 23 years. However, according to the report on the implementation of the strategy for UNFPA assistance to sub-Saharan Africa (DP/1991/33), there had been encouraging progress in such areas as population policy and development planning, maternal and child health and family planning, and other population activities. None the less, in a region which had posted the largest relative increases in population, enormous challenges remained. The situation was not helped by a bleak economic picture, which meant, inter alia, that resources for population activities were scarce.

18. With over 3 billion people, not only did Asia and the Pacific contain over 60 per cent of the world's population, but it was also a region of striking contrasts. Some of the greatest challenges in the region were posed by its continued rapid population growth rate - 1.8 per cent - and the low status of women, a key factor in the slow progress of population programmes in many Asian countries. In Asia and the Pacific, particularly in the South Asian region, maternal and child health and family planning must be consolidated, and stronger measures must be taken to enhance the role of women. That was indicated in a study of population programmes in South Asia, conducted by UNFPA in the past year.

19. In the Arab countries of the Middle East, where the total population was expected to reach 290 million by the end of the century, persistent high fertility rates were attributable to social and cultural factors such as early marriage, low levels of contraceptive use and widespread preference for large families. For demographic and health reasons, and in the interest of sustainable development, countries in the region were increasingly supporting maternal and child health and family planning programmes and comprehensive

population policies. None the less, efforts to improve maternal and child health and family planning services and the status of women still required support. In addition, increases in the number of displaced people (refugees), a rise in the proportion of female-headed households and large numbers of returned migrants had created new and pressing needs in the aftermath of the Persian Gulf crisis. In the Central and Eastern European countries, modern family planning programmes would be necessary in order to reduce the current reliance on induced abortions. There would also be a need for current and accurate data on international and internal migration flows in Europe.

20. In overall terms, Latin America was undergoing a demographic transition, marked by declines in mortality and fertility. Nearly all countries in the region had come to recognize the relevance of population policy; the region as a whole had made progress in building awareness of population issues and in changing attitudes towards family planning. Population variables had also become a fairly standard element in development planning. Population programmes, however, remained fragile, and certain problems had not yet been addressed by some countries in the region. For example, abortion ranked as the first or second leading cause of very high maternal mortality in most countries. In addition, unwanted pregnancies among adolescents continued to escalate; rural-to-urban migration continued to accelerate; and structural adjustment programmes had been unable to cope with social and economic setbacks caused by macroeconomic imbalances.

21. Urgent action must be taken on population issues. That message was underscored by new population projections from the United Nations; the recognition of linkages between population factors, environmental conditions and socio-economic development; and many international declarations and statements, including the New International Development Strategy, the report of the South Commission, the eighteenth special session of the General Assembly, the Second United Nations Conference on the Least Developed Countries and the International Forum on Population in the Twenty-first Century.

22. The State of World Population, entitled "Choice or Chance?", issued by UNFPA in 1991, argued that internationally agreed population targets for the year 2000 could be achieved only if modern, voluntary planning services could be extended to about 2 billion people in developing countries in the 1990s. That meant not only enhancing the effectiveness of programmes, but also doubling the current level of expenditure.

23. The International Conference on Population and Development, to be held in 1994, would combine technical, policy and operational considerations in an unprecedented manner. The overall theme of the 1994 Conference would be population, sustained economic growth and sustainable development. The preparatory process would include, inter alia, regional meetings to be convened by the United Nations regional commissions, and six expert group meetings corresponding to six groups of issues identified for special

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attention. It had been suggested that the Conference should be financed, as far as possible, from the existing resources of relevant units of the United Nations system, in particular the Department of International Economic and Social Affairs and UNFPA. As Secretary-General of the Conference, she had already requested voluntary contributions from a number of Member States, and some of the initial responses had been favourable.

24. Reviewing the UNFPA documentation before the Council, she drew attention to the report on proposed UNFPA successor arrangements for agency support costs (DP/1991/35), which outlined the proposed new arrangements and their financial implications. The paramount aim was to promote national capacity and self-reliance, and the major premises included support for national execution of projects, implementation of the programme approach, decentralization, strengthening of technical back-stopping capabilities, and accountability of partners in the tripartite Government/executing agency/UNFPA relationship. The UNFPA proposal would facilitate a more integrated and coordinated approach, and help channel the technical and analytical inputs of the United Nations system for the benefit of operational activities. The proposal clearly distinguished technical from administrative support, and promoted more timely and more effective technical assistance to countries, changes that were absolutely essential for future population programming. UNFPA believed the proposed new arrangements would be more cost-effective than the current one.

25. The report on contraceptive requirements and demand for contraceptive commodities in developing countries in the 1990s (DP/1991/34) reviewed projections of contraceptive requirements and local production issues, and discussed distribution of contraceptives and the cost of contraceptive requirements, which would amount to about $5 billion by the year 2000. Clearly, resource mobilization was essential.

26. The report on implementation of the strategy for UNFPA assistance to sub-Saharan Africa (DP/1991/33) provided financial data on support from UNFPA, donors and Governments, examined the progress made from 1987 to 1990, and identified problems and constraints. The progress in Africa had been remarkable, with a notable trend towards government policies in favour of more balanced population growth. Similarly, some birth-spacing and family-planning counselling and services were currently available in practically all African countries. While the countries themselves were clearly responsible for the advances, the UNFPA strategy had helped generate momentum. The most serious obstacle, however, was the lack of funds for population activities at a time when the African countries were ready to move ahead.

27. The status report on the implementation strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development (DP/1991/32), focusing on the previous two years in each of the six principal areas of activity under the strategy, concluded that it had been successful in furthering UNFPA capacity to deal with gender concerns, had had

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a discernible affect on awareness, advocacy, agency collaboration and increased programme expenditures in the areas in question, and had also had a positive influence on some of the Fund's major priorities and on its personnel management. The report recommended that the strategy should be continued for four more years, with special emphasis on components such as training programmes, reporting mechanisms, technical assistance and links with local non-governmental organizations. UNFPA believed that improving the status of women was perhaps the single most important element in attaining sustained and sustainable development.

28. The work plan for 1992-1995 and request for approval authority (DP/1991/30) provided information on the Fund's resource situation, its overall resource utilization and the distribution of programmable resources among country and intercountry activities and services.

29. The biennial budget estimates for administrative and programme support services for the 1992-1993 biennium and revised budget estimates for the 1990-1991 biennium (DP/1991/36) had been based on very conservative assessments and been held to a minimum. In terms of staff, special emphasis had been put on field-office needs, in keeping with the Fund's notable expansion in country programmes and in line with the UNFPA policy of decentralization. UNFPA could deliver its programme only if it had the minimum required resources, both financial and human, and it pledged to continue to improve its management and administration and to streamline programming.

30. The Standing Committee for Programme Matters would have before it 14 comprehensive country programmes, one programme for a subregion and the proposed UNFPA intercountry programme for 1992-1995.

31. Turning to a brief overview of the UNFPA programme in 1990 and to some highlights of 1991, she observed that while the Fund's financial situation was sound, programme needs far exceeded available resources; at the end of 1990, for the first time in its history, UNFPA had had no unspent allocation to carry forward. The 1990 contributions to UNFPA general resources had increased by almost 14 per cent over 1989, while income had increased by almost 15 per cent. There had been 106 donors in 1990, and 29 countries had increased their contributions by 9 per cent or more, with the most substantial increases having been made by Australia, Denmark, Finland, France, New Zealand and Spain. Cumulative pledges in 1990 had totalled $2.2 billion. In addition, over $10.5 million had been contributed by various donors in 1990 to the Fund's multi-bilateral programme. Unfortunately, the United States Government, which had not contributed since 1985, had chosen once again not to do so, thus seriously undermining UNFPA's ability to respond to the dramatically increased needs for assistance in poorer countries. In 1991, the five-per-cent increase in contributions had been far from what was urgently needed to expand population programmes to meet the critical and alarming needs of developing countries. She appealed to the Fund's traditional major donors

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and to all countries to increase their support in order to enable it to reach the necessary goal of an 18-per-cent annual increase in contributions throughout the 1990s.

32. As indicated in part I of the report of the Executive Director for 1990 (DP/1991/28), project allocations had increased in 1990 by 8.6 per cent, the resource utilization rate stood provisionally at 101.9 per cent and there had been no carry-forwards. Family planning and associated information, education and communication activities had continued to receive the largest share of UNFPA resources, over 63 per cent, reflecting the strong tendency of countries to move ahead with action programmes.

33. She referred the Council to the annual report of the Executive Director (DP/1991/28 (Parts I, II and III)) regarding issues such as evaluation of UNFPA programmes, staff training and development, activities concerning women, population and development, technical cooperation among developing countries and special programme interests, including HIV/AIDS. She drew attention to a special section in part III on the implementation of modified criteria in designating priority countries, where the conclusion was that the current revised system was working very well and needed no changes. The system had enabled the Fund to devote about 75 per cent of its country programme resources to priority countries, with the target in coming years being 80 per cent.

34. Turning to special concerns of UNFPA, she said that in the area of programme development, UNFPA's mission was to help countries, at their request, to formulate an informed and strategic long-term framework for the various components of an overall national strategy. To that end, the Fund had continued in 1990 to decentralize up to 50 per cent of approval authority to country directors in the field, and to improve its programme review and strategy development approach. Governments had begun to use the main recommendations in the programme review and strategy development reports as a primary policy instrument and as the basis for discussions with donors regarding priority areas for support. In certain countries, the result had been the adoption of a population policy and specific demographic and social goals, or the clarification of priorities leading to the refinement of a policy or a programme. In 1991, about 30 programme review and strategy development exercises would be conducted, and the entire process would be evaluated in depth.

35. Another key UNFPA concern, reviewed in part III of the annual report (DP/1991/28), was collaboration and coordination with all UNFPA's partners. Working with the United Nations resident coordinators, the Fund had coordinated the assessment of contraceptive requirements and demand for contraceptive commodities in developing countries in the 1990s. At the programme level, it had sought to ensure regular exchanges with other United Nations organizations and with donors, prior to making important programming decisions, and had synchronized its own programming cycles with those of

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Governments and its partner agencies, particularly UNDP and UNICEF. In the area of maternal and child health and family planning, the Fund was cooperating with WHO in focusing on selected high-priority countries, and with UNICEF in programming at the field level. A joint WHO/UNICEF/UNDP/UNFPA letter on maternal and child health and family planning, introduced on her initiative, and the common goals agreed by WHO, UNICEF and UNFPA were further guiding and energizing the process of coordination. The Fund, also on her initiative, had renewed collaboration with the World Bank and the regional development banks. Collaborative agreements had, in addition, been developed with various non-governmental organizations in the population field. The United Nations Volunteers programme was another important UNFPA partner in its field operations. The Fund continued to participate in the work of the Joint Consultative Group on Policy, and to promote several of the Group's initiatives at the country level.

36. The linkages between population and environment were yet another special area of current concern for UNFPA, which had been active in ensuring that the issue was adequately reflected in the agenda of the 1992 United Nations Conference on Environment and Development. The Fund also looked forward to collaborating with the United Nations Environment Programme in developing a major project to overlay population patterns with information on ecologically-endangered zones provided through cartographic and remote-sensing technologies, in order to target areas most in need of assistance and draw up guidelines for inter-agency collaboration.

37. Lastly, UNFPA sought constantly to improve its own human resources through better managerial practices, staff training, improved career development, and rotation between field and headquarters and between assignments, with emphasis on effective delegation, decentralization and communication.

38. There was an imperative need to slow population growth in those many countries where it was not in balance with available resources and prospects for development. Yet development issues were not confined to developing countries, there being a global interdependence with respect to the environment, world trade and economic performance, and population. To address adequately any of the many crises at the beginning of the Fourth Development Decade, it was essential to take the population factor into account. The potential for decisive action in the population field had never been greater than it now was.

The meeting rose at 1 p.m.

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7 June 1991

ORIGINAL: ENGLISH

GOVERNING COUNCIL

Thirty-eighth session

SUMMARY RECORD OF THE 13th MEETING

Held at Headquarters, New York,
on Monday, 3 June 1991, at 3 p.m.

President: Mr. JASINSKI (Poland)

later: Mr. PIRIZ-BALLON (Uruguay)

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UNITED NATIONS POPULATION FUND (continued)

(a) ANNUAL REPORT OF THE EXECUTIVE DIRECTOR FOR 1990 AND PROGRAMME-LEVEL ACTIVITIES (continued)

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The meeting was called to order at 3.10 p.m.

UNITED NATIONS POPULATION FUND (continued)

(a) ANNUAL REPORT OF THE EXECUTIVE DIRECTOR FOR 1990 AND PROGRAMME-LEVEL ACTIVITIES (continued) (DP/1991/28, Parts I-III, DP/1991/30-35)

1. Mr. INOUE (Director, Population Division), speaking on behalf of the Under-Secretary-General for International Economic and Social Affairs, said at its twenty-sixth session, held from 27 February to 8 March 1991, the Population Commission had considered the latest estimates by the Population Division. According to those estimates the world's population stood at 5.4 billion and was growing at an annual rate of 1.7 per cent. In spite of considerable efforts by Governments and the international community, the average annual population growth rate had remained nearly unchanged since 1975 and would most probably stay at that level for five more years. Recent research indicated that the world population might reach 10 billion by 2050.

2. The international community must increase its efforts to improve the health of all persons, particularly those in areas lacking a sufficient health infrastructure and a healthy environment. Average life expectancy at birth had reached 61 years in the less developed regions, but was significantly lower in some areas. Resources must be made available to ensure continued progress in reducing mortality and morbidity. The results of the work carried out by UNICEF, WHO and UNFPA in that regard must not be undermined by the AIDS pandemic.

3. Further efforts were needed to lower fertility levels in countries where fertility remained high. Contraceptive supplies should be made more readily available, and the status of women must be improved. Although fertility rates were declining at the global level, the annual number of births continued to rise because of the increasing number of women of child-bearing age. The Population Division estimated that the number of births during the period 1985-1990 had risen to 138 million annually, an increase of 14 per cent over the previous five-year period.

4. Although more than half of the countries of the less developed regions considered their fertility rate too high, contraceptive prevalence remained low. In sub-Saharan Africa, for example, less than 6 per cent of married women of reproductive age used modern contraceptive methods. In Africa as a whole, the average prevalence of use of any contraceptive method was estimated to be only 16 per cent, as compared to 53 per cent in the less developed regions of Asia and 56 per cent in Latin America.

5. Approximately 45 per cent of the world's population lived in urban areas. The less developed regions, in particular, were undergoing rapid urbanization, and many countries there were facing large rural population increases as well. International migration had become an important demographic issue, especially for countries with low rates of natural

increase. There had been a very sharp increase in the world refugee population in the late 1980s, to an estimated 14.5 million in 1989.

6. The Population Commission was an important forum for exchanging views and national experience in the area of population. The Commission's report stressed the relationship between population and development in carrying out the goals and objectives of the World Population Plan of Action and the International Development Strategy for the Fourth United Nations Development Decade. At its twenty-sixth session the Commission, meeting as the Preparatory Committee for the international meeting on population in 1994, had recommended that the meeting should be called the "International Conference on Population and Development, 1994" and had recommended a draft resolution on the international meeting for consideration by the Economic and Social Council at its July session. The draft resolution set forth six objectives for the conference and identified issues of the highest priority for the coming decade. The Department of International Economic and Social Affairs looked forward to working with UNFPA on preparatory activities, the organization of the international meeting and follow-up activities.

7. Mr. KELLAND (Denmark) stressed the need to help Governments implement population policies and mobilize the necessary resources. Funds spent on population policy and family planning would have a broader impact on development in general, particularly in sub-Saharan Africa, where the reduction of population growth was a prerequisite for economic and social progress. Denmark noted with satisfaction that multilateral cooperation in the field of population policy seemed to be good, and welcomed the constructive relationship between UNFPA and the International Planned Parenthood Federation (IPPF). It was gratifying to see that the Fund had worked closely with WHO and UNICEF in reaching an agreement to pursue the formulation of more integrated national plans for maternal and child health and family planning activities. In that connection, he stressed the need to ensure wide access to a broad spectrum of contraceptive methods. Promoting the use of condoms was of special importance because it supported efforts to combat AIDS.

8. Steps should be taken to increase cooperation between the Fund and the World Bank, particularly in promoting the production of contraceptives in developing countries. Private-sector production of contraceptives would create the necessary supply and lead to increased demand. Since the Fund did not deal directly with the private sector, that task should be carried out by the International Finance Corporation (IFC). Nevertheless, UNFPA could provide IFC and recipient Governments with the required technical assistance.

9. Lower birth rates were a prerequisite for environmentally sustainable growth. If population pressures continued to increase, the world would face very serious poverty and environmental problems. Population issues, therefore, must be made a major agenda item at the Conference on Environment and Development. UNFPA would have a very significant role to play in that regard.

10. Mr. BASSIN (Finland) said that current demographic predictions clearly indicated that rapid population growth, unbalanced population distribution, migration, rapid urbanization and environmental problems would aggravate the already deteriorating situation in many countries. Eradicating poverty, balancing population growth and use of resources, and protecting the environment were key elements in ensuring quality of life and sustainable development.

11. Population questions must be given high priority at the important conferences to be held in the next few years, particularly the 1992 Conference on Environment and Development. Finland noted with satisfaction the linkage between population and environment, and supported UNFPA in its efforts concerning preparations for the Conference. The Fund was facing a number of challenges and needed increased international support. More resources were required in the 1990s. Finland, however, was somewhat concerned about the feasibility of the funding goals set by UNFPA for the year 2000. The economic situation in the major donor countries and the absorption capacity of some recipient countries had given rise to difficulties.

12. He noted with satisfaction the increased emphasis placed on Sub-Saharan Africa. Countries that had already registered significant decreases in fertility and maternal and child mortality and had increased family planning services could serve as good examples for other countries in the region. UNFPA should do even more in terms of policy support. The integration of population factors into all national development activities was important.

13. Actions directed at improving the status of women were central to all development efforts. Finland had strongly supported the strategy to strengthen the capacity of UNFPA to deal with issues concerning women, population and development. Cooperation with other United Nations agencies, especially UNICEF and UNIFEM, was necessary in that connection. His country supported the Executive Director's recommendations for future activities contained in document DP/1991/32.

14. His delegation would have appreciated more information on the Fund's coordination role with regard to population issues within the United Nations system and its cooperation with the other agencies. The Governing Council had encouraged the Fund, UNICEF, WHO and other relevant United Nations agencies to strengthen their cooperation in the field of maternal and child health and family planning. With regard for the proposed work plan for 1992-1995, the estimated annual increase in income of 10 per cent might seem high in view of the economic situation in the major donor countries. Nevertheless, assistance for population programmes called for substantial additional resources. Finland would remain a firm supporter of UNFPA during that period.

15. Mr. BISSEL (United States of America) stressed the need to expand family planning service delivery systems throughout the developing world. Priorities for action should include training of additional service delivery personnel, the development of new contraceptive technology, increased service delivery in both the public and private sectors, the strengthening of family planning management, improved family planning services, and better monitoring and evaluation of programmes. Meeting the family planning challenges of the 1990s would also require large increases in the volume of contraceptives supplied to users. Increased efforts were needed to promote local production of contraceptives. Marketing programmes should be strengthened in order to deliver contraceptives through the commercial sector.

16. The United States was committed to working with other donor Governments and non-governmental organizations to meet those important challenges. More effective coordination of population assistance activities was needed in order to avoid unnecessary duplication and make most effective use of resources. The formulation of regional and country strategies could be useful in that regard.

17. His delegation commended UNFPA on the increasing levels of population assistance allocated to Sub-Saharan Africa. At the same time, any effective strategy for that region must focus on the provision of high-quality family planning services. The Fund should attach even greater priority to that area. The efforts of UNFPA to strengthen its capacity to deal with issues concerning women, population and development were commendable. His country would welcome further collaboration between UNFPA and the United States Agency for International Development in the provision of technical support, improved monitoring of women in development activities and the evaluation of such activities.

18. The 1994 International Conference on Population and Development would provide an opportunity to assess progress made in the implementation of the World Population Plan of Action and review strategies for the next century. His country was committed to doing its share to meet the formidable challenges of the twenty-first century. Nevertheless, ultimate success would depend on increased efforts by all donors, non-governmental organizations, the private sector, and the developing countries themselves.

19. Mr. SEZAKI (Japan) said that the 1990s would be a time of both great opportunity and great challenges with regard to efforts in the field of population. It was widely recognized that excessive population growth rates were detrimental to sustainable development. In view of the enormous challenges facing the world, recipient countries should increase their efforts to mobilize resources, and should assign higher priority to population programmes in the framework of overall development planning. At the same time, the international community should enhance its assistance in that field. Japan welcomed the fact that certain countries had allocated substantial domestic resources for population programmes and commended, in particular, China, India, Indonesia and Zimbabwe in that regard.

(Mr. Sezaki, Japan)

20. UNFPA played an important role as the lead agency in efforts to solve population problems. It was particularly gratifying to note that the Fund's programmes had expanded steadily over the past few years. Progress had been made in making more efficient use of resources, and more resources were being allocated to country activities. Japan stressed its particular support for the increase in resources allocated to the Sub-Saharan region; however, the Fund should also continue to increase allocations to Asian countries, where the greatest population growth was taking place. His delegation also welcomed the increase in government execution of Fund projects, both in absolute terms and as a share of total expenditures.

21. Japan generally supported the Fund's work plan for 1992-1995, but the projected growth of annual income, 10 per cent, might be optimistic in view of growing financial requirements in other fields, and of the acute needs stemming from the transformation in Central Europe and the aftermath of the Gulf war. The Fund was at a crossroads; for the past several years, it had focused mainly on programme delivery and on strengthening its infrastructure both at Headquarters and in the field. As a result, less attention had been paid to need for efficiency, rationalization, financial discipline, transparency, and accountability. That must change. The Fund should focus on achieving greater financial discipline in programme management and distribution of resources to programmes and more efficient use of financial and human resources. In so doing, it should pay serious attention to the recent substantial increase in the administrative and programme support services budget, which greatly exceeded the projected 6 per cent growth rate. His delegation had difficulty in accepting any post which ACABQ regarded as unjustifiable, and believed that field posts should also come under closer scrutiny by the Governing Council. It was also concerned at instances of over programming relative to the ceilings approved by the Governing Council at both work-plan and programme level. Lastly, clear and objective criteria such as those used to determine "priority countries" should be given greater weight in allocating resources. The criteria for project allocation established by the Council should also be re-examined so as to make them more objective and thereby enhance transparency.

22. The Fund was already moving in the right direction with the programme review and strategy development exercise, and similar positive steps should be taken in the areas he had referred to. Everyone would like to see an efficient, effective, and powerful Fund with sufficient means to have a substantial impact on population problems.

23. Mr. ZHANG Baohe (China) said that his delegation appreciated the Executive Director's incisive analysis of the current stark world population situation, which had caught the attention not only of the States members of the Council but of the entire international community. Indeed, some countries had incorporated the population issue into their national socio-economic plans or even made it one of their basic State policies. However, reality demanded that UNFPA should uphold the principle of the respect for the sovereignty of

(Mr. Zhang Baohe, China)

recipient countries even while providing more and more effective assistance to developing countries to help them resolve population problems. At the same time, the whole world community should join in support for UNFPA to help resolve the world-wide problem.

24. His Government attached great importance to the 1994 World Conference on Population and Development. The solution to the population question was closely bound up with other issues, which should be dealt with in a comprehensive manner. Only thus would a realistic international strategy be achieved.

25. In implementing country programmes, national execution should be a priority for UNFPA, as a means of making recipient countries progressively more self-reliant. However, the economic development, and particularly their social welfare development, was a difficult task for third world countries. Accordingly, national execution should be allowed to mature at its own speed, while UNFPA should provide the requisite technical back-up to the responsible government departments, which should receive help in training project management personnel and a certain minimum funding. UNFPA should prepare a guideline on national execution in time for the Governing Council session of 1992 or, at the latest, 1993.

26. The function of the specialized United Nations agencies, whose role, in partnership with the funding agency and the recipient countries had been most important, and which had accumulated much useful experience, should also not be neglected. His delegation hoped, however, that they would update their technical expertise and increase the quality and efficiency of their work.

27. UNFPA had stepped up its assistance in the area of women, population and development and had gained remarkable success. Without the full participation and cooperation of women, no population programme could be successful. In the third cycle UNFPA/China country programme, an integrated women-in-development project had been launched in China's poverty-stricken areas. Literacy programmes, production techniques and management skills training, maternal and child health care and family planning services would not only enhance the socio-economic development of those areas, but would improve women's economic status.

28. Mr. ZEIDENSTEIN (President of the Population Council) said that UNFPA's intercountry programme flowed from the conviction that certain activities of central importance could best be conducted at interregional and regional levels. UNFPA's interregional programme, for example, was vital for conducting comparative research in different countries, for instance on female-headed households and on the impact of family planning programmes on fertility. Through the intercountry programme, scarce resources were pooled and concentrated in support of country-level activities, including work in all of the substantive sectors included in UNFPA's mandate: maternal and child

(Mr. Zeidenstein)

health/family planning; information, education and communication; data collection and analysis; population research and policy development; and special programmes.

29. Much of that programme was currently executed by non-governmental organizations such as the Population Council whose specialized expertise and flexibility made them especially effective and attractive partners for UNFPA, and the Population Council believed that that mutually beneficial relationship should be continued and strengthened. The intercountry programme had had enormous impact on family planning programmes world wide: for example, without the interregional programme, the NORPLANT® system of contraceptive implants developed by the Population Council could not have achieved the levels of use it had in developing countries.

30. UNFPA had long recognized the importance of data collection and analysis to the formulation of population policies and to programme evaluation. During the succeeding programme period (1992-1995), the monitoring and analysis of country-level family planning programmes would be crucial and would be substantially enhanced by well-targeted inputs financed by the interregional programme. It would provide computerized information on 103 developing countries, with data so organized as to permit measurement and comparison of country-level family planning programmes, thus enabling local decision makers to improve those programmes.

31. UNFPA's publications showed the importance of intercountry funding for information dissemination. The Population Council too disseminated information world wide and, through its regular periodicals and other means, stimulated increasingly effective country-level population activities and gave access to the international community of policy-makers, researchers, scholars and programme managers.

32. UNFPA was according increasing prominence to women's issues, which had not received sufficient attention. Women remained the poorest of the poor; they were the greatest neglected human resource; their rights were few and their obligations many; in too many places, they were treated as instruments of the will of others. Simple justice required improvements in the roles and status of women; that was a principal theme of the Population Council's work, which had, in UNFPA's intercountry programme, a vital source of support. That notable undertaking established and sustained essential linkages between country-level efforts and the world community.

33. Mr. GIOVANNINI (Switzerland) said that "human development" was at last taking precedence over economic considerations. That change had come about as people had become aware of the serious damage caused to the environment in the name of growth, of their collective responsibility in the fight against poverty, of the seriousness of population problems and of the importance of the advancement of women, among other issues. UNFPA had helped to create that awareness.

(Mr. Giovannini, Switzerland)

34. Though qualitative rather than quantitative improvement was now being focused on, UNFPA still needed certain numerical goals or indicators of the impact of its activities. For instance, more people must be induced to use family planning techniques, although statistics on that subject were at best a secondary indication of the success of family planning campaigns, mortality and fertility rates being much more revealing.

35. In connection with contraceptive use, cultural considerations came into play. A woman whose status in society was low or depended on how many children she had was in no position to have a real dialogue with her husband or to get her own way. The importance of adapting messages to the social-cultural context, improving services and raising the status of women, particularly by educating girls, could not be overemphasized. Women's age at marriage must also be increased, since it affected their status, their health, their children's health and the number of pregnancies they would have. The report on the implementation of UNFPA's strategy on women, population and development described encouraging progress in those areas, and his delegation hoped that it would continue.

36. To be effective, UNFPA must improve its operational capacity. The Fund's operational capacity should be increased so that projects entrusted to executing agencies could receive the necessary follow-up. Such strengthening of field offices should in future be carried out on the basis of medium-term and long-term staffing plans. While the institution of technical support teams was an appropriate means of strengthening national capacities, his delegation had some doubts as to its cost and the way in whcih the exercise was being conducted.

37. While the quality of the reports before the Council was commendable, attention should be given in future to defining more clearly the specific role and function of UNFPA in relation to its partners, and particularly the World Bank. His delegation hoped that, in view of the probable development of needs and resources with respect to population, the Executive Director would submit to the Council next year a paper on the future evolution of UNFPA's role.

38. It was possible that resources would not grow as quickly as was hoped, since the projections were based on contributions in recent years and were skewed by the happy accident that exchange rates had been favourable to UNFPA, which should therefore be prudent in its financial planning. Switzerland, however, had wished to show its confidence in UNFPA by making an above-average increase in the amount of its voluntary contribution.

39. Mr. SOUTTER (Canada) said that the major question was how to address in operational terms the tasks identified by UNFPA, a question which could be resolved into the two elements of resources and management. The Amsterdam Declaration called for a doubling of financial resources for population programmes by the year 2000, and Canada, for its part, intended to give high

(Mr. Soutter, Canada)

priority to population funding. Although funding problems would remain, the most critical constraint was the ability to manage population activities effectively and efficiently.

40. The report entitled The state of world population 1991 demonstrated UNFPA's ability to communicate. He welcomed the emphasis placed by the Fund on family planning information, although the relationship between family planning and structural adjustment could have been further developed. His delegation trusted that the ramifications of structural adjustment activities would be considered in the preparation of programme review and strategy development reports and country programmes.

41. His Government regretted the difficulties attending the issue of support costs within the United Nations system, and understood the pressures on UNFPA. It must be remembered, however, that the primary objective was to deliver population programmes in developing countries while building national capacity for sustainability. Optimum management and access to all available resources were essential.

42. The report on the implementation of the strategy for UNFPA assistance to Sub-Saharan Africa (DP/1991/33) indicated that most specialized agencies had only a fair to poor rating as executing agencies for UNFPA projects, a conclusion confirmed by other studies. It was therefore of concern that UNFPA was proposing to continue to rely on those same specialized agencies for implementation. Perhaps other options, such as recruitment of its own staff or reliance on regional and national institutions and the private sector, should be considered. The preparation of specific guidelines for programme execution would be useful. The current ambiguity regarding reporting and responsibility were of particular concern to his delegation. Canada would shortly begin an evaluation of UNFPA activities, in which the issue of project and programme management would be a major element.

43. His delegation welcomed UNFPA's commitment to Africa and noted the many positive changes which were attributable to the Fund's endeavours. More detailed analysis of difficulties and failures than provided in the report on UNFPA assistance to Sub-Saharan Africa, and more information on the impact of financial constraints on the regional and national institutions referred to in paragraph 19 of the report, would be useful. Equally, the report did not cover the question of international migration, which was an important phenomenon in many countries of Sub-Saharan Africa.

44. Closer monitoring was needed of activities on the role and status of women. Consideration should be given to more comprehensive training programmes in respect of women, population and development programming, the development of a comprehensive reporting mechanism to ensure effective monitoring, improved technical assistance, and the strengthening of links with local non-governmental organizations. He supported the Fund's efforts to link women with population and development issues. Lastly, his delegation was

(Mr. Soutter, Canada)

confident that UNFPA, with appropriate attention to programme implementation and management, could meet the challenge of the 1990s, continuing the success it had achieved in the 1980s.

45. Mr. FONDI (Italy) said that fertility rates were, for the first time, falling in all regions of the world, but at a pace slower than previously estimated, so that global population was still increasing, with devastating consequences. Population issues were at the centre of development, and were one of the crucial elements in improving the quality of life throughout the world. Excessive population increases, especially in the developing countries, constituted a serious obstacle to improvements in economic and social welfare. Population pressures also played an important role in environmental degradation and resource depletion. As noted by the Executive Director, there was an urgent need to strike a better balance between population, resources, environment and development, to which end a more integrated policy of development aid should be implemented.

46. UNFPA, through its projects on the linkage between population and the environment, was making an invaluable contribution in that regard. In addition, his delegation welcomed UNFPA efforts to promote the participation of women in all matters relating to population activities. It was particularly important to improve coordination between the Fund and other United Nations organizations as well as non-governmental organizations involved in the population field.

47. With regard to successor arrangements for agency support costs, he wished to know whether UNFPA was contemplating a mechanism which would provide for remuneration for technical assistance services provided directly for project execution by specialized agencies and the United Nations. Such an approach might provide a way out of the impasse in the negotiations being conducted with the United Nations.

48. Miss LISSIDINI (Uruguay) said that the continuing growth in world population, which was forecast to reach more than 8.5 billion by the year 2025, compelled the international community to contemplate the consequences of such an increase in terms of food resources, housing, education and environmental impact. It was imperative to attain a reasonable balance between population, development and the environment. While there was now greater awareness of the difficulties posed by unrestrained population growth, little attention had been paid to the development problems of those countries with low or zero rates of growth, such as Uruguay.

49. Her delegation supported the Fund's measures to promote family planning, a key element in various international development and population initiatives. UNFPA's work in providing information and in education would continue to be a priority, since only through greater awareness could there be any hope of stabilizing world population.

(Miss Lissidini, Uruguay)

50. It was sadly apparent that legal equality between men and women had so far failed to result in real equality. In terms of education, women suffered from discrimination, and in some cases outright denial of educational opportunities, with a consequential direct impact on family planning. Her delegation fully supported the Fund's endeavours to integrate women into its programmes, specifically with regard to population and development. She welcomed the establishment of a 50 per cent staffing ratio for women within UNFPA, on the understanding that the criteria of the highest standards of efficiency, competence and integrity were respected.

51. With regard to special programmes, activities to assist the young and elderly should be further promoted, while environmental concerns were of overriding importance. There was an obvious link between population growth and environmental deterioration, as exemplified by the explosive growth of major cities with serious environmental consequences. Her delegation looked forward to the convening of the United Nations Conference on Environment and Development, and welcomed the effective coordination between UNFPA and other United Nations organizations and non-governmental organizations.

52. The increase in the Fund's resources in 1990 was gratifying. Uruguay, despite its economic difficulties, had increased its own contribution. It seemed, however, that insufficient funds might be available to finance UNFPA activities in 1991, in view of which she urged all donors to provide greater support.

53. The economic crisis which continued to affect Latin America and the Caribbean had repercussions in the population domain, and her delegation encouraged the Fund to continue its programmes in the region, particularly in respect of the Latin American Demographic Centre (CELADE), which provided a number of technical services with regard to population matters as well as support for regional projects. In that connection, the proposed reduction of the role of the economic commissions to research and teaching gave cause for concern. It was important for ECLAC and CELADE to have the necessary human and financial resources to continue their population activities, if the assertion that there was an important link between population and development was to have any real meaning.

54. While Uruguay's situation was atypical, account should be taken of the problems posed by the emigration of thousands of its young people, the prime movers in development, particularly in terms of the difficulty of attaining economic development with an ageing population. Lastly, her delegation supported the convening of the future United Nations Conference on Environment and Development.

55. Mrs. KEPENS (Belgium) said that lasting development was possible only if account was taken of demographic variables. Population growth could erode the benefits of economic growth and have a negative impact on the environment. The complex relationship between the environment and population was worthy of

(Mrs. Kepens, Belgium)

particular attention during the preparations for the United Nations Conference on Environment and Development.

56. Education and the health of mothers and children benefited from population activities, and in that connection her delegation welcomed UNFPA's efforts in the field of women and development. Real progress had been achieved.

57. UNFPA's task was of importance to the population of the whole world. Her Government supported the Fund's concentration on family planning, since that had the greatest impact on development. The serious situation in sub-Saharan Africa justified focusing activities in that region. It was important to stress community participation when implementing projects, since the cooperation of local leaders was essential if, for example, information products were to reach their targets. Men, and not just women, must be included in such programmes.

58. Education was also of importance. Acceptance of family planning increased with the level of education, given which it was particularly unfortunate that young women were still excluded from education. UNFPA activities in that area were thus highly appropriate. Her delegation welcomed UNFPA's involvement in contraceptive programmes and AIDS-related activities, although the latter should be more integrated into the general framework of sexually transmitted diseases. With regard to evaluation, her delegation commended the frankness with which UNFPA had assessed the difficulties it faced and its own shortcomings. Such recognition was the first step in finding solutions.

59. She welcomed the Fund's involvement in preparations for the United Nations Conference on Environment and Development, in the expectation that there would be a cross-fertilization between scientific research and operational activities, and greater cooperation between all States in the population field. While political leaders in all countries were responsible for reflecting demographic considerations in their economic and social policies, the international community must assist those countries which lacked the necessary resources. Belgium was willing to assume its share of that responsibility by maintaining its support for UNFPA.

60. Mr. ÖSTRÖM (Sweden) said his country welcomed the renewed international interest in population issues and wished to stress their relation to development in general and poverty alleviation in particular. The Swedish parliament had urged the Government to pay increased attention to population issues in the country's development cooperation. The Swedish contribution to UNFPA would therefore increase to about $22 million in fiscal year 1991-1992.

61. Sweden appreciated the fact that the State of the World Population report pointed out the need for greater responsibility by men with regard to reproductive health and fertility, and trusted that would be reflected in the programmes supported.

(Mr. Öström, Sweden)

62. His delegation particularly welcomed two recent initiatives. The first was the joint letter to the staff of WHO, UNICEF, UNDP and UNFPA on maternal and child health in family planning, signed by the heads of those organizations, with the purpose of joining forces for better support to country programmes. The second initiative concerned UNFPA's efforts to prevent population programmes from being jeopardized by a lack of contraceptives and to establish a mechanism for assisting Governments in timely provision of supplies.

63. The situation in Africa, with the highest population growth in history, demanded special attention by the Fund. The special focus on Africa should be reflected in increased assistance from UNFPA and other sources.

64. Mr. URBINA (Mexico) said that the relationships among demographic pressure, patterns of unsustainable consumption and environmental degradation were of crucial importance for Mexico, since those issues were among its greatest concerns, as had been demonstrated by the special attention President Carlos Salinas de Gortari had paid to the country's demographic and ecological problems. For the first time in Mexican history, the 1989-1994 national population plan was a part of the national development plan. That full recognition of the relationship between population variables and the country's economic and social development had been confirmed with specific budget lines for each institution represented in the National Population Council. As of 1991, there were population programmes for each of the 32 states in the country.

65. Mexico particularly welcomed UNFPA's intention to support the consolidation and synthesis of progress made in population policies and programmes in Latin America and the Caribbean, and was interested in hosting the Latin American Conference on Population and Development in 1993 in preparation for the International Conference on Population and Development, to be held in 1994. At the regional Conference, trends, causes and consequences of the region's demographic change would be analysed; new demographic scenarios and emerging challenges would be defined; the collective experience of the region in the areas of planning, evaluation and decentralization strategies would be shared and knowledge of progress made would be updated.

66. Mr. SAHLMANN (Germany) said that a better balance was needed among population, available resources and development in order to create the conditions necessary for sustainable development. Germany concurred with the analysis presented in the World Population report that an increase in international technical assistance to population programmes was an indispensable requirement for meeting the goal of balancing population, natural resources and social and economic possibilities, and would increase its contribution to the Fund in 1991. He wondered, however, whether resource mobilization should be the top priority; more important, perhaps, was increasing the efficiency of population programmes, including improving the structure of developing institutions that wished to bring about change. Only

(Mr. Sahlmann, Germany)

if UNFPA concentrated on the highest-impact programmes would resources be made available. Only if it implemented major parts of the recommendations of the senior management structure (DP/1991/50) could it expect volunteer support in implementing its strategies. It must train and support those volunteers.

67. The 1990 revision of the United Nations medium variant projections gave cause for concern, since the fastest growth was taking place in the poorest countries. If that growth continued, not all newborns in those countries could be expected to have access to education, health care and an adequate job. Germany underlined the importance of the status of women in society for successful population programmes.

68. His country commended the first steps taken by UNFPA to direct international coordination of population activities and take action on joint programmes with other agencies. Germany also looked forward to a joint review of collaboration between UNFPA and UNICEF. There was, none the less, much room for further substantive improvement. Efforts by UNFPA and the United Nations Volunteers could give programmes a wider impact.

69. Ms. HASSAN (Observer for Egypt) said that her country was preparing for a country programme to start in 1992, and at the intercountry level was awaiting enhanced cooperation with UNFPA in relation to the Cairo Demographic Center, which for years had been under the coordination of UNFPA and the Department of Technical Cooperation for Development. At the international level, in 1991 Egypt had participated in the preparatory process for the 1994 Conference on Population and Development and would continue to collaborate in all respects. Egypt had established a special unit to coordinate population questions and issues related to the Conference, which it had offered to host.

70. Population issues had taken on a new shape in recent years. Development was not confined to developing countries. The United Nations was the ideal forum to respond to the urgent needs of developing countries, and in that regard Egypt was ready to provide whatever cooperation it could.

71. Mr. MORALES CARBALLO (Cuba) said that the progress achieved by UNFPA reached all developing regions. His country supported all the country programmes before the UNDP Governing Council, especially those for Latin American countries.

72. Cuba shared the concern of Uruguay with regard to CELADE, and believed that the work of UNFPA, which was important for all countries, should be more generously funded so as to enable it to achieve its objectives.

73. Mr. VAN ARENDONK (Deputy Executive Director, Programme, United Nations Population Fund), introducing document DP/1991/35, said that the Fund was still in the process of dialogue with the United Nations regarding the proposed UNFPA successor arrangements for agency support costs. From the Fund's inception in 1969 until 1981, UNFPA had not paid overheads to the

(Mr. Van Arendonk)

United Nations and its specialized agencies; rather, it had provided support through the establishment of regional adviser and agency headquarters technical officer posts. From January 1982 until the present, UNFPA had paid overheads at the rate of 13 per cent of actual project expenditures. The present system implied that the Fund paid for technical support twice - through the technical advisory posts in the intercountry programme, and through the 13 per cent overhead.

74. In essence, the UNFPA proposal on successor arrangements for agency support costs, which would cover the period from January 1992 on, replaced the 13 per cent overhead paid to the United Nations executing agencies as well as the component for regional and headquarters technical advisers. Chief among the problems which had been identified in past assessments of UNFPA operational activities that were in some way related to the provision of technical support services to developing countries within their population programmes was the insufficient number of technical advisers available for country programmes and projects, with consequent shortcomings in the quality and timing of services. There had been no formal mechanisms for substantive intersectoral linkages, and hence inputs had tended to be fragmented. Over the years, the role and functions of the agencies had been diluted, and had gradually shifted to project execution and managerial and administrative work, rather than technical back-stopping.

75. Another major problem was the lack of coordination of activities. In the area of population information, education and communication, the responsibilities of executing agencies had sometimes overlapped. The slow progress in integrating population issues into the agencies' mandates and regular work programmes had isolated population concerns within the agencies and led to a lack of full and timely technical support for country population programmes. Moreover, very little feedback on research undertaken by the agencies had been provided for use in such programmes.

76. In line with General Assembly resolution 44/211, calling for the adoption of national execution as the modality of United Nations operational activities, UNFPA would continue its efforts to identify and develop national expertise and promote greater use of national experts and institutions. At the regional and subregional levels, the Fund was proposing the establishment of country programme technical support teams, which would provide countries with a broad range of technical support services at various stages of the programming cycle, assist them in developing strategies for country population programmes and help them execute country projects on their own.

77. The function of the teams would be technical rather than managerial, and they would be backstopped by a small number of technical specialists and coordinators whose principal role would include the provision of state-of-the-art information, research and referral services on population. They would also play an advocacy role in the integration and incorporation of population within the mandate of the respective agencies.

(Mr. Van Arendonk)

78. The cost of the proposed successor arrangements for agency support costs was estimated at $123 million over the period 1992-1995. That included the costs of technical support services ($89.4 million), and of the indirect administrative and operational services necessary to run the teams and the headquarters components of the new system ($33.6 million). That cost would be offset by the reduction of the current 13 per cent overhead payments to the agencies for advisory services to approximately 6 per cent. The new arrangement would include a total of 164 technical experts: 120 on the country programme technical support teams, 8 at agency regional offices and 36 at agency headquarters. The composition of the country programme technical support teams would be kept flexible to adjust to changing needs of countries.

79. UNFPA would reimburse 50 per cent of the administrative and operational costs to the agencies in support to the execution of country projects. The Fund would not pay for full operational costs, as it was already providing specialists at the agency headquarters level. Overheads for projects to be executed by non-governmental organizations would be paid as direct and indirect costs identified in the respective project budgets.

80. The team approach proposed by UNFPA would be evaluated after its third year of operation. In order to monitor implementation of the proposed technical support services under the new successor arrangements, an inter-agency task force on technical support services had been established, under the chairmanship of the UNFPA Deputy Executive Director for Programme. Its primary purposes were to monitor the performance of the new arrangements and to provide advice and ensure the harmonization and complementarity of tasks performed by the technical support services staff.

81. The implementation of the UNFPA proposal would result in much wider coverage of technical support services, all aimed at enhancing national capability and facilitating national execution. The provision of additional technical expertise from the United Nations system and from regional and non-governmental organizations under the proposed arrangements was part of the Fund's plan to promote national execution. The technical assistance component was a major element of the UNFPA proposal.

The meeting rose at 6.20 p.m.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/SR.14
7 June 1991

ORIGINAL: ENGLISH

GOVERNING COUNCIL

Thirty-eighth session

SUMMARY RECORD OF THE 14th MEETING

Held at Headquarters, New York,
on Tuesday, 4 June 1991, at 10 a.m.

President: Mr. PIRIZ-BALLON (Uruguay)

later: Mr. JASIŃSKI (Poland)

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United Nations Population Fund (continued)

(a) Annual report of the Executive Director for 1990 and programme-level activities (continued)

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The meeting was called to order at 10.10 a.m.

UNITED NATIONS POPULATION FUND (continued)

(a) ANNUAL REPORT OF THE EXECUTIVE DIRECTOR FOR 1990 AND PROGRAMME-LEVEL ACTIVITIES (continued) (DP/1991/28, Parts I-III; DP/1991/30, 31, 32, 33, 34 and 35)

1. Mr. MOYE (United Kingdom) said that he welcomed the excellent report of the Executive Director of the United Nations Population Fund (UNFPA) (DP/1991/28, Parts I-III). UNFPA had demonstrated a clear commitment to dealing with matters concerning women, population and development, and most donor agencies were attempting to increase gender awareness and to incorporate women's concerns into all development activities. Although some UNFPA executing agencies did not place enough emphasis on women's issues, the participation of women on the staff of UNFPA was an important achievement.

2. He also commended the important work undertaken by UNFPA in the field of environment, population and development. His Government fully supported the efforts to ensure that population issues were an integral part of the agenda of the 1992 United Nations Conference on Environment and Development. The UNFPA study on contraceptive requirements rightly emphasized the importance of adequate supplies of contraceptives in the 1990s. In that context, he was pleased that UNFPA had shifted its focus from global principles to practical measures at the country level.

3. Although he would defer specific comments on the proposed UNFPA successor arrangements for agency support costs to a later stage, he noted that his Government's overriding concern in that respect was to maintain the impact of UNFPA technical assistance. He welcomed all efforts to improve the quality and cost-effectiveness of UNFPA aid. With respect to the strategy for sub-Saharan Africa, he was pleased to note that encouraging progress had been made in many countries of the region and that resources for UNFPA assistance would be increased. It was important, however, that population assistance programmes should be both financially and technically viable, given the existing economic and institutional constraints, and that they should be appropriate, effective, affordable and sustainable.

4. He was concerned about the limited capacity of some field offices to facilitate donor coordination. He wanted to know how UNFPA envisioned its role as the lead agency for coordination, as well as the role of the "followers". In particular, he wished that the report on sub-Saharan Africa had been more explicit on the problems of donor coordination. The report to be issued in 1992 on cooperation between UNFPA and UNICEF would be very useful, and he wondered whether a similar report on cooperation between UNFPA and the World Bank could be issued in 1992 or 1993.

(Mr. Moye, United Kingdom)

5. Cooperation between UNFPA and his Government's Overseas Development Agency had improved, as evidenced by their joint effort in the programme review and strategy development mission to the United Republic of Tanzania. In addition, two UNFPA officials had visited academic institutions in the United Kingdom to assess the possibility of collaboration in the areas of programme development and implementation, training and research. His Government and UNFPA had agreed to hold annual bilateral discussions, and the field offices of the Overseas Development Agency were encouraged to develop closer links with UNFPA field offices. Over half of the Overseas Development Agency staff had benefited from a population awareness course, and one Agency consultant was currently leading the discussions on population and development at the Nairobi conference of United Kingdom ambassadors in East Africa, at which the ambassadors would be encouraged to strengthen their relations with UNFPA field offices.

6. The allocation of resources to population activities was a measure of commitment to population issues. In 1990, his Government's allocation for such activities had been increased by 20 per cent over the previous year; however, it still represented only 1 per cent of the United Kingdom's total overseas assistance. His Government's decision to increase its 1991 contribution to UNFPA by 25 per cent reflected its confidence in the ability of UNFPA to make optimal use of its resources. The Executive Director's projection of a funding increase of 10 per cent per year for UNFPA was a realistic objective, and he urged other donors, particularly the United States of America, to help meet that target.

7. Ultimately, the amount of financial support enjoyed by UNFPA would depend on the concrete results it achieved in the field. Those results had been encouraging in recent years, and his Government would continue to monitor them carefully and to work closely with UNFPA to help achieve its goals.

8. Mr. NISSEN (Observer for Norway) said that Norway would continue to give high priority to population issues, in view of the projected 30 per cent increase in the world's population by the year 2010. In addressing those issues, the relationship between population and environment should be borne in mind; while poverty and population growth had an adverse impact on the environment in developing countries, 75 per cent of global pollution was produced in the developed countries. The diverse needs of individual countries must also be considered, since the overall populations of some countries had exceeded sustainable levels, while those of other countries showed an unfavourable age-distribution due to high fertility rates. Finally, giving people the means to choose the size of their families was a way of ensuring, especially for women, the basic human right of self-determination.

9. In the previous decade, serious population problems had resulted from the large-scale migration of refugees escaping from war famine and environmental deterioration. Population policies and programmes were important factors in solving those problems.

(Mr. Nissen, Observer, Norway)

10. Since the programming and financial aspects of population control posed a great challenge for the international community, his delegation encouraged UNFPA to continue to explore new strategies to achieve the objectives of the Amsterdam Declaration on A Better Life for Future Generations. The financial and administrative implications of UNFPA recommendations to achieve those objectives should be analysed separately. The failure to meet population challenges immediately would increase pressure in other sectors and would have both short- and long-term financial consequences. Many developing countries had a considerable potential for reallocation of resources to address the issue, and developed countries could also play a critical role. International attention to population issues had waned, yet the Amsterdam Declaration had identified a need for an additional $US 4.5 billion in resources by the year 2000. The percentage of official development assistance which Norway channelled to population activities was the highest in the world, and he hoped that other countries would match or exceed that level and that the United States would resume its contributions to UNFPA.

11. It was encouraging to note that the demand for both contraceptives and family services in general was greater than ever. Decreased fertility in all parts of the developing world demonstrated the effectiveness of a demand-oriented strategy emphasizing voluntary contraception. However, the demand for contraceptives created through increased awareness must not remain unsatisfied, and UNFPA had a vital role to play in bridging the gap between supply and demand. His delegation therefore welcomed the initiatives taken on contraceptive requirements, distribution and global coordination, and supported the recommendations of the Executive Director on the pooling of resources and coordination of logistical systems.

12. The advancement of women was closely linked to the availability of family planning services. All women and girls should have access to education so that they could make informed family planning decisions. The results described in the report on the strategy concerning women, population and development (DP/1991/32) were encouraging, as was the fact that 40 per cent of UNFPA staff were women. He hoped that UNFPA would build on its accomplishments so that it could continue to serve as a model for other agencies with respect to women's issues.

13. Mr. JOLLY (Deputy Executive Director, United Nations Children's Fund) said that the close relationship between population issues and child health and survival had resulted in increased collaboration between the United Nations Children's Fund (UNICEF) and UNFPA, together with the World Health Organization (WHO). He appreciated the Executive Director's advocacy of population activities as an integral part of primary health care, as well as her leadership in supporting the role of women in the development process. The recently strengthened decentralized country-programme approach which UNFPA shared with UNICEF constituted a solid basis for effective collaboration between the two agencies.

(Mr. Jolly)

14. Current initiatives to create a strong international consensus for human development in order to reverse the set-backs of the 1980s had also helped to promote closer inter-agency collaboration. The executive heads of UNFPA, UNICEF, WHO and UNDP had sent to all of their field staff a letter summarizing the agencies' goals and strategies for the 1990s and the operational modalities for common efforts to achieve those priorities. Because it defined both long-term goals and priorities for immediate action on a cooperative basis that would avoid duplication of effort, the letter was perhaps the single most important step taken by the four agencies to encourage a country-level approach to maternal and child health and family planning. At its 1991 session, the UNICEF Executive Board had reaffirmed its commitment to collaboration with UNFPA in that area, and the study of the relationship between the two agencies had yielded new insights and stimulated further action.

15. The Declaration and Plan of Action adopted at the 1990 World Summit for Children also constituted an important foundation for UNFPA activities. Paragraph 17 of the Plan of Action dealt specifically with family planning and maternal and child health, and the other goals enunciated at the Summit, which had been endorsed by over 150 Governments, were very pertinent to the concerns of UNFPA. UNFPA could and must play a vital role in the implementation of General Assembly resolution 45/217, in which all relevant United Nations bodies were urged to take into account the Declaration and the Plan of Action in carrying out their programmes.

16. The world community should seize the opportunity to build on the new spirit of international cooperation and consensus that had been so evident in the political sphere. UNFPA was an important part of the incipient international mobilization to meet human needs, and UNICEF pledged its cooperation in meeting the challenges of the years ahead.

17. Mr. ANNAN (Controller, United Nations) said that the United Nations had serious difficulties with the UNFPA proposals for successor arrangements for agency support costs. Those difficulties involved substantive, managerial, organizational and financial considerations. He emphasized, however, that the United Nations stronly supported the principles contained in General Assembly resolution 44/211, particularly the need to ensure maximum utilization of national capacity.

18. In negotiating arrangements for support costs, priority must be given to efficient use of resources and effective results. The arrangements should serve the interests of all the parties concerned (such as recipient and donor countries, and executing and funding agencies) in a balanced manner.

19. After a thorough review of the UNFPA proposal, it appeared that significant differences remained unresolved. Instead of addressing the question of successor arrangements for support costs, the system proposed by the Fund was tantamount to establishing an entirely new mechanism, the purpose

(Mr. Annan)

of which seemed to be to alter drastically the delivery of technical assistance in the population field. Under the proposed system, UNFPA would become an executing agency. In its relation with the United Nations, UNFPA should remain a funding agency, and the Department of Technical Cooperation for Development or the regional commissions should continue their roles as executing agencies at the country and regional levels.

20. Member States had decided that the United Nations should play a pre-eminent role in the formulation of population policy long before the Fund had been established. It appeared, however, that the UNFPA proposal sought to assign that role to the Fund. Moreover, the proposal would enable UNFPA to engage in technical activities, thus moving it away from its intended role as a funding agency. Instead of capitalizing on the advantages inherent in the Organization's integration of research and operational activities, the proposal would, if accepted, diminish and fragment existing capabilities.

21. As currently proposed, the concept of "country programme technical support teams" was confusing in so far as UNFPA had not specified how the addition of new layers of technical support would function, and to which organization the technical support teams would be accountable. For example, the proposal did not make clear how a closer link between research and operational activities could be created, and it did not provide for any mechanism to ensure an integrated and coordinated approach to population issues. It was not clear from what source individual team-leaders would receive directives in technical and administrative matters, or how the technical knowledge currently available at the United Nations could be transferred to the countries to be supported by the teams. Finally, with respect to country projects, the proposal did not specify lines of responsibility with respect to day-to-day implementation.

22. Regional commissions had the ability and experience to deal with population matters in the context of regional development issues, and their role in the development process went beyond the core technical back-stopping of UNFPA projects. Further, the work of the regional commissions had a multidisciplinary dimension, which distinguished them from other sectoral agencies. The addition of country programme technical support teams would curtail the involvement of the regional commissions, and there was a real danger that the developmental dimension of population programmes would suffer. At the regional commissions, concern had been expressed that the proposed arrangements might result in proliferation of structures in the United Nations system and have a negative impact on integrated approaches to regional development.

23. In its non-regional activities related to population, the United Nations had played a long-standing role in providing technical support and an appropriate range of administrative and managerial services. To a considerable degree, United Nations structures already fostered an interdisciplinary approach, as well as attention to the broadest possible spectrum of population concerns within an overall development context.

(Mr. Annan)

24. While UNFPA asserted that the rationale for the establishment of country programme technical support teams was greater cost-effectiveness and quality, that should be demonstrated before any radical restructuring of current systems was undertaken. Perhaps the best way to proceed would be for UNFPA to experiment on a pilot basis, perhaps in one subregion alone, in order to determine whether the interdisciplinary team arrangement worked.

25. In putting together its financial plan, UNFPA seemed to imply that there could be an increase in United Nations regular-budget support for population work. In that regard, it was important to recall that any such decision would need to be taken by the General Assembly, and not by the Governing Council. Moreover, within the United Nations, there was already substantial regular-budget support for population. The proposed arrangements would almost certainly create considerable strain, since the United Nations would be requested to provide more services with less financial support.

26. The delivery of technical cooperation required both a technical and an administrative/management component. The Fund had not made any rigorous cost review that could provide guidelines for the optimum ratio between technical and administrative staff. In the light of the Organization's current financial constraints, the Fund's proposal regarding financial arrangements was not realistic. The proposed programme budget for 1992-1993 did not provide for potential increases in the Organization's regular-budget support in the field of population to offset decreased UNFPA support. A shortfall in available funds could impede the implementation of a number of activities and, consequently, disrupt the population programme as a whole.

27. The Fund should establish more clearly, and in further detail, the actual modalities that would demonstrate not only that the new approach could function effectively, but also that it would represent an improvement to the current system. Any major change in the existing system would require the elaboration of a carefully phased transition period, which was clearly lacking in the current UNFPA proposal.

28. The United Nations questioned the wisdom of forging ahead with a major realignment or rearrangement of the current system without the agreement of all the major partners. At the least, the proponents of the UNFPA proposal must ensure its acceptance by the partners that were expected to help implement the proposed changes successfully. It would, perhaps, be more prudent to encourage UNFPA and its partners to continue their negotiations and to submit revised joint recommendations in 1992; that approach was much more likely to ensure that the change would be a successful and productive one.

29. Mr. JASIŃSKI (Poland) said that the current positive changes in international political relations created a favourable environment for the full application of the achievements of scientific and technological progress and of the experience of the United Nations in the field of technical cooperation to population problems. Perhaps the Administration could consider ways and means of encouraging the public and private sectors to increase their financial contributions to the Fund and to participate in it more actively.

30. One of the three main tasks for the decade ahead should be the allocation of adequate resources to operational programmes designed to make population an integral part of the development process. His delegation hoped that the Interregional Training Workshop on the Use of Population Projects for Socio-economic Programming, which had been conducted successfully at the Warsaw School of Economics, under the auspices of UNFPA and the Department of Technical Cooperation for Development with participants from developing countries, would be included in the interregional programme for 1992-1995. While it was understandable that the Workshop had to be temporarily suspended in 1991 because of budgetary constraints, his delegation hoped that it would be reinstated in 1992.

31. His delegation was grateful to the Fund for conducting its recent mission to Poland at a time when that country was experiencing a difficult period of economic transition. He hoped that the findings of the mission would enable the Fund, and others wishing to provide assistance, to elaborate effective and urgent measures for the solution of Poland's acute population problems.

32. His delegation wished to reconfirm its support for UNFPA and its management. Poland was willing to share its expertise and experience with the Fund and with other interested countries, and hoped that the next edition of the Guide to Sources of International Population Assistance would contain references to relevant Polish organizations, university centres, and research and training institutions. The Fund should take advantage of the facilities offered by the new UNDP office in Warsaw, with a view to expanding its mutually advantageous cooperation with Poland.

33. With regard to the question of successor arrangements for agency support costs, as outlined in document DP/1991/35, the three-prong arrangement combining national expertise, country programme technical support teams and headquarters specialists/coordinators seemed to be in keeping with current trends in the United Nations technical cooperation programmes. However, a small technical support team would also be necessary for the European region, in view of the acute substantive and managerial problems in recipient countries of that region. Moreover, his delegation understood that, in order to ensure impartiality, national experts would receive contracts and remuneration from the Fund for their services.

34. Mrs. CORVALAN (Observer for Chile) citing a study by the Economic Commission for Latin America and the Caribbean (ECLAC) with the collaboration of UNDP and UNFPA, on the scope of poverty in Latin America during the 1980s, said that while poverty indices had improved in most of the region during that period, the number of people living in poverty and the number of indigent people in Chile had increased substantially. That situation was a matter of concern all Chileans, particularly in view of the coexistence of very modern sectors and larger, backward and extremely impoverished sectors.

35. Her Government was striving to ensure genuine development through economic growth, social equity, and environmental protection. To that end, it was important to carry out development projects which promoted economic growth, sought to combat marginality, unemployment, underemployment, and lack of access to nutrition and basic services, and encouraged respect for the environment and natural resources. Her country attached priority to the participation of women in economic, social and cultural projects. Environmental degradation, which was a major problem among the marginal population of urban centres, was compounded by a lack of awareness and planning in that sphere.

36. The report of the Executive Director of UNFPA showed that Latin America and the Caribbean did not receive an adequate share of the Fund's resources. In the case of Chile, the support received was far below what was needed during the 1990s. Accordingly, it was imperative to revise the modified criteria used in designating priority countries to include variables pertaining to the environment and social equity.

37. She stressed the importance of cooperation between UNFPA, the Latin American Demographic Centre (CELADE) and ECLAC in order to help countries to identify development-oriented population policies. Her delegation also attached importance to cooperation between UNICEF, the United Nations Development Fund for Women and UNFPA to that same end. Chile was pleased that UNFPA endeavoured to take full account of the interests of women at the various stages of programme implementation, despite the fact that only 3.9 per cent of the Fund's programme resources were allocated for that purpose.

38. While it certainly was true that international cooperation was a complement to, and not a substitute for, national development efforts, a decrease in such support would seriously undermine national efforts, thus requiring even more resources in the future.

39. Her delegation looked forward to the forthcoming visit to Chile by the Executive Director of UNFPA, and hoped that it would be possible to identify more clearly ways in which the Fund could assist Chile in the coming years.

40. Mr. POPESCU (Romania) said that the state of world population in 1990 was clearly different from what it had been in 1969, when the Fund had begun its activity. One important achievement had been the understanding of population problems and their solution. The first World Population Conference, held at Bucharest in 1974, had led to the general recognition of the importance of population factors in economic and social development. His delegation was pleased that countries throughout the world had come to recognize the important role that population variables played in all aspects of social and economic development.

41. Romania attached great importance to its cooperation with UNFPA, and the revolution that had taken place in Romania in December 1989 had opened new and broader prospects for developing and diversifying that cooperation. Romania's 1991 contribution to the Fund, which had been paid in March 1991, represented an increase of 250 per cent.

42. In 1990, UNFPA, in cooperation with WHO and the United Nations, had negotiated, drafted, approved and begun the implementation of two projects in Romania. One project concerned family planning, while the other involved preparatory activities for a population census to be carried out in early 1992. A UNFPA mission had recently visited Romania for three weeks to review and analyse national population policy and population-related development objectives and programmes, and to prepare a strategic framework for an external assistance programme. The mission had made appropriate recommendations for multilateral and bilateral assistance in the fields of basic data analysis and surveys; maternal and child health and family planning; information, education and communication; and women in development. Romania looked forward to an early follow-up to that mission.

43. While his delegation supported the Executive Director's recommendations contained in the work plan for 1992-1995 (DP/1991/30), it would have preferred a regional breakdown of country activities in tables H, I and J by geographical region rather than on the basis of UNFPA divisions at headquarters. Romania endorsed the Executive Director's recommendations for the approval of the proposed 14 comprehensive country programmes, the subregional programme and the intercountry programme for 1992-1995.

44. The biennial budget estimates (DP/1991/36) were well prepared, and the Executive Director had kept her proposals to a minimum. The positive report of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) reflected the soundness of the proposed biennial budget, which his delegation supported together with the recommendations of ACABQ.

45. Mr. MAYORGA-CORTES (Nicaragua) said that the report of the Executive Director (DP/1991/28, Parts I-III) showed that, despite strenuous efforts to limit its growth, the world's population would increase by 1 billion during the 1990s. The situation of the 42 least developed countries was particularly difficult, as their population would double in the next 25 years. While it was encouraging to note the progress made in some African and Asian countries, the general situation of sub-Saharan Africa continued to be extremely critical, both in terms of food requirements and of the link between rapid population growth and the quality of the environment.

46. With regard to the situation in Latin America and the Caribbean, the growing political support for population programmes and the open discussion of population issues were encouraging signs. Nevertheless, he was concerned at the reduction, from 13 to 11 per cent in 1990, in the Fund's total planned expenditure for the region and in the resources for family planning, which had decreased from 50.2 per cent in 1989 to 43.5 per cent in 1990.

47. Nicaragua welcomed the fact that the Fund had given priority to mobilizing resources. The maternal and child health and family planning programmes initiated in his country in 1985 had produced valuable results, which the new Government of Nicaragua proposed to broaden and to enhance in the next few years.

48. In that context, he underscored the importance which his country attached to the programme review and strategy development missions. Nicaragua was preparing to host such a mission in the near future, as it was necessary to evaluate the impact on its programmes of recent developments, including the return of more than 200,000 refugees and displaced persons and the absorption into the workforce of more than 60,000 demobilized troops.

49. The success of Nicaragua's efforts in the population field would depend upon its capacity for internal coordination and on coordination among the various United Nations agencies, especially UNDP and UNICEF. His delegation was pleased to note the awareness which existed within the Fund, WHO, UNICEF and UNDP with regard to maternal and child health and family planning, as shown by the document signed by the heads of those four agencies in February 1991.

50. Drawing attention to document DP/1991/32, he noted with satisfaction that the resources allocated by the Fund to issues concerning women, population and development had increased by 82 per cent in 1990. In his view, research activities and consultations on the subject of women in development should be intensified and should, to the extent possible, take into account the specific characteristics of regions or subregions. Training should receive a high priority; he therefore expressed gratitude to those countries and non-governmental organizations which had supported the organization of training courses and seminars on that topic.

(Mr. Mayorga-Cortés, Nicaragua)

51. He also expressed support for two multicountry projects which were being carried out in Central America: a project initiated in 1990 with the support of ECLAC and CELADE to assist Latin American countries in developing information systems to track displaced populations, and a seminar which would be held in El Salvador in 1991, with the support of that country's Ministry of Education, for the purpose of exchanging ideas and experiences and establishing effective arrangements for technical cooperation among developing countries.

52. At the end of 1990, a meeting held been held at San José, Costa Rica, at which the Fund's officials and experts involved in programmes and projects in Latin America and the Caribbean analysed their experiences. The participants had agreed on the need to improve the Fund's strategies in the future, in terms of cost and effectiveness. Nicaragua supported such evaluation exercises, and recommended that their conclusions should be discussed with the countries concerned.

53. In the past decade, his country had endured one of the worst crises in its history. It was estimated that, at the beginning of 1990, the per capita gross domestic product had been only $480. That figure was indicative of the deterioration in the standard of living of the Nicaraguan people, a situation which placed Nicaragua among the ranks of the least developed. Accordingly, he urged the Fund to make an evaluation of the critical situation in his country, and if possible, to give priority to its programmes in Nicaragua.

54. Mr. TABAH (France) said that he wished to place on record his delegation's concern at the slow distribution of documents in French. For instance, he had received document DP/1991/35 only a few days earlier, and in English, so that he had been unable to discuss it with his Government before the opening of the current session.

55. Turning to the report of the Executive Director of UNFPA (DP/1991/28, Parts I-III), he noted with approval the diversity of the Fund's operations and the strengthening of its indirect activities, without which family planning could not be established on a lasting basis. His delegation had always held that greater emphasis should be placed on motivating individuals rather than on merely urging them to use family planning methods. Family planning services should continue to receive a high priority in the allocation of the Fund's resources.

56. Since the status of women was a primary factor in changing reproductive behaviour, he welcomed the allocation of substantial resources to that issue, especially in Africa. Improving the status of women required the cooperation of other agencies, and especially non-governmental organizations, which were in the best position to deal with the question of women's rights. In that context, it was regrettable that literacy rates had fallen in Africa, especially for girls, a fact which did not bode well for the effort to change behaviour.

(Mr. Tabah, France)

57. He noted with satisfaction the efforts made by the Executive Director to ensure that demographic factors were fully taken into account by the organizers of the 1992 United Nations Conference on Environment and Development. It was regrettable that experts on the environment had hitherto regarded population as an independent and exogenous factor. According to United Nations estimates, the world's population would be approximately 7.5 billion by 2025, a figure six times higher than the current population of the industrialized countries. The international community had only 35 years in which to prepare for the consequences of unprecedented population growth and industrial development. That implied a collective responsibility, not just for the rich countries but also for the poor ones. However, the poor countries did not possess the technological and financial means of repairing damage to the environment. It was to be hoped that the Executive Director and her colleagues would support research on the relationship between population and the environment, as a vast methological gap remained to be filled.

58. He endorsed the decision to give priority to Africa in the allocation of resources. By 2025, nearly all Asian countries with the exception of Pakistan, and nearly all of Latin America and North Africa, would have birth rates under 2.5 per cent. However, in sub-Saharan Africa, with the exception of a handful of countries, the fertility levels would be much higher. While a consensus existed among the Governments of African countries on the need for action to slow population growth, there was still a great distrust of family planning among their peoples, and it was an illusion to think that attitudes could be changed by rhetoric alone. Greater emphasis should be placed on incentives for reducing child-bearing. Moreover, structural adjustment policies were often counterproductive in that they eliminated free maternal and child health and family planning services. He urged the Executive Director to assign a group of experts to investigate the demographic consequences of structural adjustment.

59. In 1990, his Government had offered to extend multi-bilateral assistance in the population field to those countries which requested it; to date, no replies had been forthcoming. France was prepared to contribute to the Fund's activities at a level comparable to that of its European partners and in a manner consistent with its overall development assistance efforts.

60. Preparations were currently being made for a conference on growth and population in Africa, to be held in Paris from 2 to 6 September 1991, in collaboration with the Fund and the World Bank. Approximately 250 participants were expected. The final round-table discussion on international cooperation in Africa would be presided over by the Executive Director.

61. Mr. Jasiński (Poland) took the Chair.

62. Mr. BAITCHEV (Bulgaria) said that population variables, whether they related to growth, migration, urbanization or ageing, were among the central concerns of all development strategies, as they had a direct bearing on human resources development and thus on overall economic growth. From that point of view, his country attached special importance to cooperation with the Fund and had always supported its activities. Bulgaria was trying to bring its population policies into line with its new socio-economic priorities. In that effort, it hoped to be able to rely on future cooperation with the Fund.

63. He noted with satisfaction the Fund's recognition of the close link between population issues and sustainable development. Another question which deserved careful consideration was the need for population variables to be taken explicitly into account in connection with environmental issues. He endorsed the view that population factors should receive the requisite attention at the forthcoming United Nations Conference on Environment and Development.

64. He also welcomed the fact that issues such as population growth, changes in population patterns, international migration, population distribution, women, the relationship between population and development, and family planning policies were included in the agenda of the Internation Conference on Population and Development scheduled to be held in 1994. Bulgaria fully supported the goals of the Conference and was ready to participate actively in its preparation.

65. In his view, Governments should play a leading role in coordination, which must be based on common goals and strategies. Other important factors, such as local conditions and traditions, should also be taken into consideration. He stressed the multisectoral nature of population activities, and welcomed the cooperation between the Fund and other United Nations agencies. He attached particular importance to the joint efforts made by the Fund and WHO to cope with the acquired immunodeficiency syndrome (AIDS) pandemic. For the medium and longer terms, he emphasized the importance of the goals and strategies established by the International Forum on Population in the Twenty-first Century, held at Amsterdam in 1989, which had again confirmed the need to integrate population concerns into other development activities.

66. Lastly, the Fund's 20 years of experience had proved beyond a doubt that political commitment at the national, regional and international levels was the primary ingredient in programme success, and that well-crafted national population plans and programmes were needed in order to provide a framework for action.

67. Mr. ABDULLAH (Malaysia), recalling General Assembly resolution 45/216, underscored the significant role which UNFPA would continue to play in the social and economic development of countries. Population growth should be commensurate with the level of development and the sustainable capacity of a nation to ensure, at the very least, a decent standard of living for its population. Accordingly, sound population policies should be an important consideration in overall development planning. He also stressed the urgency of achieving a balance between population, resources, environment and development.

68. His delegation welcomed the comprehensive report of the Executive Director of UNFPA for 1990 (DP/1991/28, Parts I-III) and urged the Fund to continue to emphasize the priority programme areas reflected therein. Those were areas in which UNFPA had developed a comparative edge and special competence. While his delegation welcomed the Fund's involvement in other areas, particularly those listed under special programme interests, it felt that it was important to guard against possible duplication of efforts. Nevertheless, his delegation recognized that UNFPA's collaborative activities with specialized agencies of the United Nations system would add a new dimension to its experience in addressing population problems.

69. The publications of UNFPA, particularly the annual report entitled State of World Population, provided a rich source of data for cross-country referencing and multidisciplinary analyses. However, the sectoral agencies providing the data had reported some lack of consistency in the information presented, and the data therefore should be validated by those agencies before the report was published. The Fund should also consider producing a compendium containing extracts or the main findings of the various research studies which it undertook, thereby further promoting the exchange of information on demographic issues. Technical assistance to upgrade the quality of population publications, particularly in the developing countries, also should be considered.

70. His delegation emphasized that the Fund's continued support in Asia and the Pacific was essential given the region's rapid population growth and the great diversity of the population. While population programmes designed to decelerate population growth should be continued, the qualitative aspect of population should also be given due consideration. Intercountry workshops would be useful to encourage the sharing of knowledge and experience and foster a fruitful exchange of researchers and project officials among participating countries. Technical cooperation among concerned countries in the region merited greater support. His delegation endorsed UNFPA's strategy in addressing issues relating to women, population and development.

71. Certain guiding principles must be observed as the international community sought to develop an overall strategy for improving the world's socio-economic development framework. UNFPA should in all circumstances respect the right of a country to determine its own policies and programmes, and his delegation welcomed the efforts of UNFPA to hold extensive

(Mr. Abdullah, Malaysia)

consultations with Governments in the process of formulating country programmes. UNFPA should also strive to strengthen, and increase the utilization of, relevant national institutions and expertise when implementing its programmes.

72. The financial resources of UNFPA must be expanded if the Fund was to fulfil the responsibilities entrusted to it by the international community. His delegation supported the call in the Amsterdam Declaration on A Better Life for Future Generations for a doubling of financial assistance for population programmes from the current level of $4.5 billion to $9 billion by the year 2000. His delegation fervently hoped that the end of the cold war coupled with the aspirations for a new world order would provide impetus to donors to contribute the required financial resources. For its part, UNFPA should strive to provide high-quality, cost-effective services.

73. Mr. AHMED (Observer for Bangladesh), said that notwithstanding the notable progress achieved in recent decades in the field of population control, unless future fertility rates decreased, the world population at the end of the year 2025 might reach the staggering figure of 9.4 billion. The developing countries would experience 95 per cent of that population growth, and their burgeoning population was the greatest threat to their economic development efforts. Despite their severe economic problems, those countries continued to address the population problem through comprehensive multisectoral population programmes. Expanded and accelerated support for family planning programmes on the part of the international community was therefore of critical importance. In that connection, he welcomed the useful report on contraceptive requirements and demand for contraceptive commodities in developing countries in the 1990s (DP/1991/34), urged the Fund to initiate a response to the anticipated demand for contraceptives, with particular emphasis on local production, and expressed support for the proposed work plan for 1992-1995.

74. UNFPA to gear itself up to meet the challenges before it, and was confident that the Fund's efforts to strengthen its capacity to integrate women in its programmes would make those programmes more effective. The Fund should strengthen its capacity for programme delivery through policy and programme coordination, staff training and evaluation, and it should pay more attention to efficiency, cost-effectiveness, financial discipline and accountability. UNFPA also should make increased use of the capacities of the countries where its programmes were carried out, encourage technical cooperation among developing countries and strengthen its field offices, granting them increased authority through the decentralization process. Field offices should be authorized to approve projects above the $500,000 level. The Fund's implementation strategy should be strengthened. In that connection, his delegation noted the improvement in the programme review and strategy development approach to population programme development.

(Mr. Ahmed, Observer, Bangladesh)

75. In view of the clearly established link between population and environment, his delegation was confident that UNFPA would adequately reflect that link at the 1992 United Nations Conference on Environment and Development. It also was pleased to note that preparations for the 1994 International Conference on Population and Development were proceeding satisfactorily.

76. In view of Asia's large population and high growth rate, appropriate priority must continue to be given to population programmes in the region. His country had identified population growth as its number one development challenge and, with the assistance of UNFPA and other bilateral and multilateral development partners, had undertaken an ambitious population control programme, which was yielding positive results. As a country which had experienced more than its due share of natural disasters, including the recent devastating cyclone which had claimed more than 125,000 lives, it was well aware of the consequences of overpopulation and the fragile balance between population and nature. His delegation hoped that continued assistance would be available as it embarked on the long and arduous path ahead.

77. Bangladesh welcomed the UNFPA strategies for further strengthening programme development in priority countries. It felt that the current system of designating priority countries was working well, and hoped that the target of concentrating 80 per cent of the Fund's country programme resources on those countries would be reached shortly. His delegation was concerned that allocations to priority countries had decreased from 76.5 per cent in 1989 to 74.1 per cent in 1990, requested the Secretariat to explain the reason for the decline, and urged the Fund to take urgent steps to redress the situation. It also was to be hoped that the needs of the least developed countries in the field of population would be adequately addressed by the international community.

78. In conclusion, his delegation noted with satisfaction the expansion of the Fund's programme to meet population challenges throughout the world.

79. Ms. SUNYAKOVA (Union of Soviet Socialist Republics) said that the improvement of the Fund's financial situation should result in a more efficient and balanced utilization of resources. In that respect, serious consideration should be given to the modalities of the Fund's cooperation with specialized agencies and departments of the United Nations Secretariat in the implementation of projects. Universal formulas were not acceptable; particularly dangerous was a lack of coordination at the administrative level, which could hinder the implementation of projects that were already being carried out successfully with the participation of experts from various agencies.

80. Her delegation commended the work of the Fund in providing assistance to Africa, and welcomed the increase in the Fund's allocations to projects in African countries.

(Ms. Sunyakova, USSR)

81. The improved international situation opened up new prospects for the Fund, which could become one of the channels for the effective utilization of the resources released from the reduction of military expenditure.

82. The accident at the Chernobyl nuclear power plant had brought to light the need for reforms in the implementation of population policies not only in the USSR, but in the entire European region. The principal task was to develop a population policy that would help restore normal conditions for the reproduction of populations in contaminated regions. It was also necessary to collect and analyse data on the demographic consequences of the Chernobyl accident, with the assistance of foreign experts, and to organize an international seminar to analyse the impact of the accident on the reproduction of the population, and draft recommendations on the implementation of population policy measures in extreme conditions of environmental disasters.

83. The Fund should give more attention to the development of human resources. Particularly important were such issues as the deformation of the demographic structure of a population; shortage of human resources and, in particular, of skilled personnel; the unfavourable trend towards the ageing of populations; the phenomenon of depopulation; and negative trends in internal and external migration. Those population problems were specifically reflected in the contradictory social and demographic development of countries of Latin America, Asia, Africa and Europe.

84. The Soviet Union's participation in UNFPA had facilitated the holding of international seminars in the USSR, such as the seminar on population and development planning, held in Riga in December 1989, and the international seminar on the prevention of abortions, held in Tbilisi in October 1990. At the opening of the seminar in Tbilisi, the Executive Director of UNFPA had met with the Chairman of the Committee of the Supreme Soviet of the USSR on Women, the Family and Population Policy, and had been informed about new Soviet legislation on the protection of the family, motherhood and childhood, and about the Committee's efforts to carry out a population policy through State and social organizations at the Union and Republic levels. A seminar on the participation of women in the development process and the implementation of family planning programmes was scheduled to take place in Moscow at the end of the year.

85. The demographic situation in the USSR was characterized by contradictory trends. The Soviet Union was concerned at the continuing high mortality rate among the working population, the high infant mortality rate, the large number of abortions, negative trends in internal migration, and increased emigration from the USSR. With respect to emigration from the USSR, a number of institutes of the Academy of Sciences of the USSR planned to hold an international conference on migration in June 1991.

(Ms. Sunyakova, USSR)

86. As part of the Soviet Union's increasing cooperation with UNFPA, Progress Publishers had printed 10,000 copies of a Russian-language edition of the Executive Director's report entitled The State of the World Population: 1990. She hoped that the Soviet Union would be able to continue such cooperation and, in particular, to publish UNFPA materials in little-known Eastern languages.

87. Mr. BABBINGTON (Australia) noted that human pressures were increasing on forests, soil and land, causing ecosystems to collapse under otherwise normal stresses, and that competition for land and natural resources caused people to live in those marginal, disaster-prone areas, leaving them more vulnerable to natural forces. The death and suffering caused by the recent cyclone in Bangladesh was a stark example of that pattern. Land and environmental degradation also resulted in increasingly large migrations of displaced persons.

88. While population growth was not the sole cause of such problems, the strength of the correlation could not be denied. The progress made by UNFPA in slowing population growth in order to achieve the goal of sustainable development was therefore commendable, and his delegation joined those who encouraged the Fund's efforts in emphasizing the link between population and environment and, in particular, its efforts to focus attention on population issues and on the link between environment and development.

89. His country was pleased to note the growing emphasis placed by UNFPA on improving the role and status of women and on such issues as maternal and child health. Effective family planning was an essential factor in protecting women's health. His delegation applauded the Fund's continuing efforts in that field, particularly in Asia and the Pacific.

90. In keeping with its belief that all people had a right to information, education and the means to decide the number and spacing of their children, his country supported the relevant activities of the Fund, and welcomed the innovative approaches taken to ensure effective community participation, particularly in India, Indonesia and the Philippines. It was to be hoped that the increasing emphasis placed on community involvement would assist in ensuring that the contraceptive technologies employed were appropriate to particular social and cultural situations.

91. His Government supported UNFPA's multi-bilateral programme, and had recently contributed to a programme in Papua New Guinea through the Fund. It was important to ensure that detailed and timely project documentation was available to enable Governments properly to appraise the viability of projects they might fund. His Government, like UNFPA, strongly condemned family planning programmes which sanctioned the violation of human rights or the use of coercion in respect of family planning programmes. It was also essential that the authorities and agencies in the recipient countries should follow internationally accepted standards and guidelines in relation to the

(Mr. Babbington, Australia)

introduction of newly developed contraceptives. Because there was much greater demand for family planning services in third-world communities than could possibly be met from the Fund's resources, it was essential for people to have free access to effective family planning information and services. To deny such access was to deny a basic human right and one of the more humane rights of a civilized society.

92. In conclusion, he said that his Government would continue to give high priority to activities in the population sector and to support UNFPA's valuable work.

The meeting rose at 1 p.m.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/SR.15
11 June 1991

ORIGINAL: ENGLISH

GOVERNING COUNCIL

Thirty-eighth session

SUMMARY RECORD OF THE 15th MEETING

Held at Headquarters, New York,
on Tuesday, 4 June 1991, at 3 p.m.

President: Mr. PIRIZ-BALLON (Uruguay)

CONTENTS

United Nations Population Fund (continued)

(a) Annual report of the Executive Director for 1990 and programme-level activities (continued)

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Any corrections to the records of the meetings of this session will be consolidated in a single corrigendum, to be issued shortly after the end of the session.

The meeting was called to order at 3.10 p.m.

UNITED NATIONS POPULATION FUND (continued)

(a) ANNUAL REPORT OF THE EXECUTIVE DIRECTOR FOR 1990 AND PROGRAMME-LEVEL ACTIVITIES (continued) (DP/1991/28, Parts I-III, DP/1991/30, 31, 32, 33, 34 and 35)

1. Mr. SAHA (India) said that UNFPA could share the credit for the increase in contraceptive use in developing countries since 1970. The world's population was increasing by 1 million every four days, and that situation must be addressed as a matter of priority by the countries concerned. Their capacities were seriously limited, however, since in order for them to meet their basic needs, strategy issues had to be pushed into the background. A number of countries, including India, provided much of the funding for contraception and family planning from their own domestic resources. A significant proportion of funding needs were unmet, however, and external assistance was urgently required. Donor countries should step up their support.

2. Fertility was declining more slowly than had been estimated, despite the fact that 51 per cent of all married women now used contraceptives. Many women had no access to contraceptives because of limited availability.

3. India welcomed the policy statement of OECD to the effect that it was ready to help developing countries identify and implement population strategies.

4. There were 3.1 billion people in the Asia and the Pacific region, accounting for more than half of the world's population. The region also had the highest rate of population growth, yet it was allocated only one third of UNFPA programme resources. That proportion should be increased.

5. On the subject of successor arrangements for agency support costs (DP/1991/35), technical posts at agency headquarters should not be covered by reimbursements for administrative and operational services, but should be absorbed into the regular agency budget. Based on the cost-sharing formula, UNFPA reimbursement of administrative and operational costs should be limited to 50 per cent, and the percentage for administrative support should not exceed 11.6 per cent. The new arrangements should be in place by 1 January 1992.

6. Ms. JANJUA (Pakistan) said that donor countries should fully support the annual 10 per cent increase in their contributions for the UNFPA work plan for 1992-1995. The requirement for African economies to grow at annual rates of 8 to 10 per cent to keep pace with population growth would soon be replicated in the South Asian countries. Her Government was extremely concerned about the current population explosion in Pakistan, which had an annual population

(Ms. Janjua, Pakistan)

growth rate of over 3 per cent. Unless that rate was reduced, all national development efforts would be in vain. The Government was fully committed to arresting the trend, which was unfortunately attributable to cultural factors: in a predominantly agricultural society, an extra head meant an additional worker in an area where mechanization was still not well entrenched.

7. While her delegation was aware of the interplay between population factors, environmental conservation and sustainable development, it wished to point out that the growing population of the developing countries was not the primary threat to the environment. The developed countries were primarily responsible for the damage done to the environment.

8. Mr. MAJOOR (Netherlands) said that his country was pleased to be able to contribute financially to the International Conference on Population and Development, to be held in 1994, and would finance the expert meeting on women, population and development.

9. The fact that UNFPA's resource utilization rate had risen to over 100 per cent (DP/1991/30, para. 3) was a very encouraging development, showing that more and more Governments had become aware of population problems. To stay healthy financially, however, the Fund should spend more or less the same as it received in the medium term. That meant that its income would have to continue to rise by 10 per cent a year if the resource utilization rate was not to surpass 100 per cent. At the same time, it was important to allocate resources to projects and programmes on the basis of a realistic income projection.

10. His country was pleased that UNFPA was integrating AIDS components into its activities and encouraged the Fund to continue that approach. The Netherlands also supported the Fund's efforts to explore the complex relationships between environment and population, and would be contributing $US 460,000 to UNFPA activities to provide input for the United Nations Conference on Environment and Development, at which those relationships should be discussed.

11. Turning to the report on the status of financial implementation of UNFPA programmes and projects (DP/1991/31), clearer information was needed on the source of funds. He wished to know why the resource delivery rate for the sector on women and development was so low by comparison with other sectors (DP/1991/31, figure 1). The status report on the implementation strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development (DP/1991/32) concluded that the staff of UNFPA was now sufficiently aware of gender issues, but did not yet know how to integrate them into projects. The focus of training should therefore be shifted to translating awareness into specific projects and programmes. The Netherlands congratulated UNFPA on the substantial increase in its percentage of female Professional staff.

(Mr. Majoor, Netherlands)

12. His delegation supported the conclusions of the report on the strategy for sub-Saharan Africa (DP/1991/33). Much more needed to be done to increase the demand for family planning in that region. While his delegation agreed with the conclusions of the report on contraceptive requirements (DP/1991/34), it felt that the report reflected purely demographic thinking and paid no attention to the needs of women and to ways of influencing demand.

13. Turning to the proposed UNFPA successor arrangements for agency support costs (DP/1991/35), his delegation trusted that agreement on a reimbursement level of 6 per cent between UNFPA and executing agencies under the new arrangements (para. 66) reflected a fair compromise. The proposal document did not give enough information on the linkage between the new arrangements and the desire to promote national execution. His delegation also felt that executing agencies should finance some of their headquarters technical staff currently financed by UNFPA.

14. Mr. LIMA (Brazil) noted that the increase in voluntary contributions to UNFPA had allowed the Fund to concentrate 80 per cent of its resources on the country programmes of least developed countries without reducing the resources allocated to other countries. For Latin America and the Caribbean, there had been an increase in real terms of $2.6 million over the past two years. Brazil supported the proposed intercountry programme for 1992-1995 with respect to the distribution of resources among regions. It noted with satisfaction the proposal in the work plan for 1992-1995 (DP/1991/30, para. 26) to increase the resources allocated to Latin America and the Caribbean by 52 per cent over the previous period. Some 76 per cent of those resources were allocated to country programmes.

15. Turning to the report on contraceptive requirements (DP/1991/34), Brazil was concerned that its recommendations were limited to the actions necessary for improving the quality of the Fund's activities, especially with regard to the acquisition and distribution of contraceptives. No action was proposed for improving the quality of contraceptives or for production in developing countries of contraceptives which would be internationally accepted, so as to reduce dependence on markets in the developed world.

16. Mr. OUALI (Algeria) said that his Government was aware of the relevance of population issues and sought to allocate the necessary funds to strengthening family planning programmes and reducing population growth. A rapidly expanding network of grass-roots organizations was involved in that effort, which required continued support from donors, including UNFPA. Algeria particularly welcomed cooperation in the fields of communication, education and family planning. He noted with satisfaction that the Fund's activities had been expanded in Algeria. His Government fully supported the recommendations contained in document DP/1991/35, in particular the proposals for increasing the number of regional advisers providing technical assistance in the Arab States, especially in the Maghreb, where demographic pressures were affecting development efforts. Lastly, he stressed that inter-agency

(Mr. Quali, Algeria)

cooperation, especially at the field level between UNFPA, WHO and UNICEF, would result in more effective use of resources.

17. Mr. AYEWAH (Nigeria) noted with satisfaction the steps being taken by the international community to meet the serious challenges in the field of population control in the 1990s. In Nigeria, the Fund was currently carrying out a five-year programme to promote awareness of the need for population control and, in cooperation with WHO, was mounting a campaign for family planning. His Government intended to conduct a national census, which would provide the basis for meaningful planning for a democratic society by 1992. UNFPA had also provided technical support for that effort.

18. Efforts should continue to be made to enhance the Fund's efficiency and financial discipline. Family planning, information, education, research on population policy and programmes dealing with women's issues should continue to be the focus of its work. His delegation commended the Fund's constructive approach to crucially important population issues and was sure that, with steady donor support, it would be able to meet the challenges that lay ahead.

19. Mr. KALIBWANI (Observer for Uganda) emphasized the need for a better balance between population growth, available resources and development. He noted with appreciation UNFPA efforts to help the Governments of developing countries educate their citizens about the implications of uncontrolled population growth and equip them with the means to limit the size of families. In view of sub-Saharan Africa's high population growth rate and low per capita GNP, that region should remain the Fund's priority area.

20. He expressed appreciation for the Fund's support for Uganda's current country programme, which was helping the Government carry out important projects in such areas as population policy and planning and demographic analysis and training. Thanks to those efforts, Uganda's population was rapidly gaining an understanding of the importance of limiting family size and the dynamics of population growth. Unfortunately, family planning services were available only in urban areas, where 10 per cent of the population lived, and in a few scattered health centres in rural areas. Most women in Uganda, therefore, had no access to such services. It was a sad irony that at a time when African countries were ready to move ahead with large-scale population programmes, international assistance remained at modest levels. Lastly, Uganda welcomed the commitment by UNFPA to build a domestic capacity for carrying out its activities and to promote national execution of some projects. His country's strategy for technical cooperation was designed to ensure cost-effectiveness and self-reliance.

21. Mrs. LIMJUCO (Philippines) emphasized the need to focus future assistance on a more pragmatic approach to poverty alleviation in her country. Experience showed that real economic opportunities, particularly for rural women, were an important incentive for limiting family size and should be integrated into long-term population control programmes. There was a need to

(Mrs. Limjuco, Philippines)

enhance the impact of UNFPA assistance on the welfare of rural households and population growth by incorporating the Fund's activities into a broader framework for promoting income-generating projects in rural areas. She strongly urged the UNFPA field office to participate in the ongoing dialogue between UNDP and the Philippine Government aimed at devising an appropriate framework for poverty alleviation. Such participation would enhance the coordination of aid between UNDP and the other United Nations agencies and donors involved.

22. Mr. MUTURI (Kenya) said that his country's high population growth rate had placed an enormous burden on the national economy. Over the past quarter of a century, his Government had allocated more than a third of the national budget to education in the field of population, family planning and health and social services. Ambitious education programmes and improved health services had succeeded in increasing life expectancy, but lowering the fertility rate had proved more difficult because of cultural and social practices. In keeping with its commitment to family planning, Kenya had established the National Council for Population and Development in 1982 to coordinate relevant activities by the Government and non-governmental organizations in the areas of preventive health care, medical care, family planning, in-school instruction, youth and women's activities, and the dissemination of information on population control.

23. The major bilateral and multilateral development partners played a leading role in promoting grass-roots family planning efforts in the overall context of national development. Kenya's population growth rate had been reduced somewhat and there were signs of progress in the area of population control.

24. Mr. LEE (International Labour Organisation), speaking also on behalf of WHO, UNESCO and FAO, said that he endorsed fully the proposed UNFPA successor arrangements for agency support costs, as set out in paragraphs 24 to 28 of document DP/1991/35, and the institutional framework for technical support services. The cost-sharing formula for dealing with indirect administrative and operational services was also acceptable. The proposed arrangements provided a potentially more effective mechanism for channelling the collective technical knowledge and experience of the United Nations system in support of population activities and would ensure a more integrated and coordinated approach to population, higher quality of technical services and greater cost-effectiveness.

25. A major effort was needed on the part of the Fund and the agencies to ensure the success of the new arrangements, which must be developed and implemented as flexibly as possible in order to find the best ways to achieve the agreed objectives. Some aspects had still to be worked out between individual agencies and UNFPA through bilateral discussions. Once overall support cost arrangements had been approved by the Council, each agency would have to recommend them for adoption by its respective governing body. Lastly,

(Mr. Lee, ILO)

he noted with satisfaction the report on the proposed UNFPA intercountry programme, 1992-1995 (DP/1991/29). The proposed research and training activities would be a vital instrument for enhancing the quality of technical support to country-level activities.

26. Ms. PRADEL (Germany) said that her delegation fully endorsed the overall principles of the Fund's successor arrangements for agency support costs. Nevertheless, technical support services involved considerable overlapping of functions among the numerous parties providing technical support. That made it necessary to define functions and responsibilities clearly, and it might be possible to streamline and reduce the administrative costs of technical services.

27. Country directors or UNDP resident representatives might be in a better position to identify and mobilize national expertise. Governments should formulate programmes and projects themselves. The organization of training activities seemed to be the task of UNFPA country representatives. The role of regional teams in that regard was not clear. The division of labour between country offices and regional teams should be clearly defined. It was difficult to identify sufficient tasks to justify a full post for a team leader or the continued existence of country directors.

28. Some UNFPA field offices should be strengthened so that regional teams could operate within country offices and be managed by regional directors. There was a need for specialists and coordinators in the headquarters and regional offices of agencies in order to integrate population into the work of the different agencies. Nevertheless, some of the tasks involved were really the responsibility of either the country director or the regional team.

29. She wondered how the experts mentioned would be involved in the execution of country projects, what their relationship would be to the administrative and operational support provided by their headquarters, what their role would be in research and training, and what their relationship would be with the United Nations Volunteers and the International Planned Parenthood Federation. Her delegation was concerned that there would only be a proportionate number of experts for maternal and child health and family planning, a field that went to the heart of UNFPA's mandate, whereas a more than proportionate number were to be allocated to population policies and programmes, which tended to be purely academic. Information, education and communication was also to be assigned fewer experts than appeared necessary.

30. There was only one socio-cultural expert in the Latin America and the Caribbean region and none in the other regions, although socio-cultural research cut across all major fields of activity. UNFPA should take account of its set priorities in allocating experts to the various sectors of population activities.

(Ms. Pradel, Germany)

31. Administrative and operational services were, disappointingly, to remain centralized and to lose funding. Administrative execution of projects should, where possible, be done at the field level.

32. With respect to finances, UNFPA was to be commended for keeping support costs to about 13 per cent, but the provisions for the sharing of technical support costs seemed vague. Technical support, moreover, was to receive much more funding under the new regime. Her delegation appreciated the shift, but wondered how realistic that apportionment was, since the corresponding rates for UNDP were very different. It might also result in serious underfunding of administrative and operational services.

33. The new regional teams should, where possible, be located on the same premises as regional commissions or UNFPA country offices, so as to save substantial rental, administrative support and other costs. The duties of team leader and country director should also be carefully studied, with a view to avoiding duplication. In any case, team leaders' salaries should come from UNFPA's core administrative budget and not be considered support costs.

34. All in all, her delegation was aware of too many open questions to be able to make a final decision on the proposed UNFPA successor arrangements for support costs.

35. Mr. TABAH (France) said that in order to be in a position to assess the reorganization of the Fund's operations, delegations needed to know how the whole system operated. Document DP/1991/35 was clear but limited in scope and could not cover all the complexities of the system. A diagram of the new versus the old system would have facilitated discussion and understanding.

36. On the whole, his delegation agreed with UNFPA's plan for the restructuring of assistance, but noted that certain problems persisted: change was slow at the national level, and regional advisers were overworked as more and more projects accumulated, forcing them to concern themselves with administration - a situation that would worsen if nothing changed. In addition, regional efforts seemed scattered and regional coordinators must be recruited without delay. With respect to the institutional and financial interests involved, if the Executive Director's plan was accepted, the money saved through better organization might be reabsorbed because of increasing responsibilities. France was also worried that the United Nations did not seem to agree with the UNFPA plan.

37. The hierarchy of the various new and old teams dealing with technical support and population issues seemed uncertain. Nor was a transition period specified. He wondered, too, how the location of technical support teams was to be decided, especially in multilingual areas, and what was to become of regional training and research centres such as CELADE, which his delegation thought should be strengthened and integrated into the new network.

(Mr. Tabah, France)

38. On the whole, his delegation was not opposed to the changes but was concerned at the unequal treatment given to specialized agencies and United Nations bodies. It believed that it might be better to introduce the new arrangements on an experimental basis first.

39. Mr. URBINA (Observer for Mexico) said that the idea of a staff of experts who could provide technical support at the interregional, regional and country levels was a novel one and could offer advantages for the administration and coordination of technical assistance. It was necessary, however, to consider in greater detail how such a network would be organized, since there was a danger that multiple reporting relationships would develop. The plan should be implemented gradually and evaluated periodically.

40. Special attention should also be paid to the financial support required by agencies and institutions with a proven track record in population matters which could assist in the strategy of decentralizing the Fund's operations, especially in regard to training.

41. Given the importance of family planning in the regional programme for Latin America and the Caribbean, his delegation was keen to share its experience and to broaden training programmes both in Mexico and in the region. It would be worth while to consider granting technical and financial support for the creation of a regional family planning training centre that would draw on the expertise of the multidisciplinary teams and cooperate in governmental and non-governmental programmes in the region.

42. The proposal for successor arrangements was one that sought positive changes and, with careful implementation and the cooperation of all organizations concerned, should contribute decisively to improving the quality and impact of national population projects.

43. Mr. SOUTTER (Canada) said that progress in programme implementation and management would be critical for UNFPA in the 1990s. A practical and effective support cost arrangement was therefore desirable in order to improve programme delivery in developing countries. The report, however, focused almost exclusively on the United Nations system and it was unclear whether consultations had been held with United Nations agencies only or also with recipient countries. The quality of agency programme delivery had also been questioned in several reports, with 80 per cent of the work being rated fair to poor.

44. His delegation wondered whether advisers would continue to report directly to their own directors or to UNFPA directors, and favoured the latter solution. Problems of quality and timeliness had been the result of recruitment by specialized agencies; as no changes were envisaged in that area, such problems were likely to persist. Reporting relationships also seemed to betray some of the ambiguities that had already caused problems. Team members should report to their team leader, who was not just a

(Mr. Soutter, Canada)

coordinator. Work plans should be the responsibility of UNFPA in general, but of the team leader in particular; joint responsibility was no responsibility and the Fund's responsibility was indivisible.

45. With respect to technical support services in Africa, the number of experts suggested seemed very high in relation to the number of projects: 53 for nearly 400 projects costing some $42 million. He calculated that the services of experts added a third to the cost of each project.

46. Since his delegation was committed to institution-building, it would prefer to see UNFPA deliver the necessary technical support, and would therefore like to know where the different teams would be located. He agreed with the Netherlands representative that there was a danger that the proposal would postpone the full utilization of national capacities because it called for so many international experts. It was important to try to make the maximum possible use of regional expertise.

47. In short, his delegation would like the principles of good management to be followed and clear lines of responsibility to be observed. National capacity should not be inhibited, and costs should be reasonable and transparent. If the report was not clarified on those points, it would be difficult for his delegation to support it.

48. Mr. NIKAI (Japan) said that his delegation understood that the current system had serious shortcomings and that the new arrangement involving country programme technical support teams headed by a UNFPA-appointed team leader would promote improved technical backstopping and encourage national execution. His delegation basically endorsed the proposal but thought it needed clarification.

49. UNFPA's traditional position had been that the adviser posts it funded should be absorbed, as far as possible, by the specialized agencies. It should now take an advocacy role on population issues vis-à-vis individual countries and international organizations. Otherwise, the agencies might assume that they need no longer try to absorb population-related posts. Moreover, there was still about a 10 per cent vacancy rate in posts supported by the Fund; it might be better to fill them before deciding realistically how many advisers there should be. His delegation welcomed the cost savings afforded by the proposal, but wondered whether more could be done and whether the cost estimates included increases due to inflation. He noted that reimbursement of indirect costs would apply to country activities only, and wondered how intercountry activities would be handled. His delegation was concerned to know what the relationship would be between the regional teams and regional commissions. Lastly, the system was sufficiently complex that there was perhaps no need to expedite arrangements that had not yet gained the approval of the United Nations. Japan hoped that the Council would give the matter thorough consideration.

50. Mr. KELLAND (Denmark), speaking also on behalf of Finland, Norway and Sweden, said that the four Nordic countries welcomed the proposed successor arrangements for agency support costs which, if successful, would provide an example of how the United Nations system could undertake a coordinated effort. The change of emphasis to population policy formulation, evaluation and implementation and to maternal and child health and family planning was also welcome.

51. Some clarification was nevertheless required, since it was not clear where accountability for the work of the country programme technical support teams would lie. There should be no doubt as to the responsibility of the UNFPA Executive Director in that regard. The successor arrangements also seemed to make no provision for cooperation with UNICEF when that would seem natural, especially in the area of maternal and child health and family planning. The four Nordic delegations supported the increased use of national expertise and wished to know to what extent UNFPA would use experts from developing countries on the regional teams.

52. The proposals represented a major innovation, which inevitably meant that no one could be sure of the results. Accordingly, the statement in the report that the arrangements would be evaluated after three years of implementation was prudent. At the very least, the basis for improvement had been clearly established, and a decision on the successor arrangements should be taken at the current session.

53. Mrs. KRAUER MULLER (Switzerland) said that her delegation endorsed the formation by UNFPA of technical support teams to strengthen project delivery. Nevertheless, a number of points with regard to the implementation of the proposed new arrangements and their financial implications needed to be clarified. For example, it was not clear how responsibilities within the technical support teams would be allocated. In addition, teams would be drawn from United Nations agencies and coordinated by a UNFPA-appointed team leader. That seemed likely to create difficulties in terms of areas of responsibility. The same was true of the relationship between support teams and regional offices. The proposed successor arrangements should therefore be implemented on a trial basis initially. Her delegation would also welcome further details as to how the new arrangements would be monitored and evaluated.

54. With regard to the financial implications of the proposed arrangements, the report failed to provide an adequate breakdown of costs. It was not clear whether UNFPA would assume responsibility for all or only part of the operating costs which would be incurred, or whether some of the costs now covered under the 13 per cent reimbursement to executing agencies would be transferred to project budgets. If that was indeed the case, then some of the comparisons of project costs drawn in the report would seem to be invalid. The proposed reimbursement of some services at a rate of 6 per cent would also have an impact on the budgets of the specialized agencies.

(Mrs. Krauer Muller, Switzerland)

55. A more fundamental question was that of acceptance of the proposed model by the specialized agencies. There was clearly a fundamental difference of opinion between the United Nations and UNFPA on the proposals, while the agencies' governing bodies had yet to state their acceptance. In that situation, the Governing Council could not take a decision at the current session to adopt the new arrangements. Negotiations should continue between UNFPA and the other organizations concerned, with a view to reaching a consensus solution which could then be adopted by the Governing Council, perhaps at a special session in 1992.

56. Mr. MISSARY (Observer for Yemen) said that his delegation supported the recommendations on successor arrangements submitted in document DP/1991/35. In particular, under the proposed new arrangements developing countries should receive more timely and appropriate technical support and information.

57. Mr. MOYE (United Kingdom) said that the fundamental criterion to be applied to UNFPA was the provision of cost-effective, quality services. There was no doubt that the current system of support costs had severe shortcomings, in view of which his delegation welcomed the proposals for successor arrangements, with their greater emphasis on cost-effectiveness and transparency. Nevertheless, clarification was needed of the relationship between UNFPA headquarters, country offices and technical support teams, and of the lines of command. It would also be interesting to know what other models had been considered in formulating the proposed successor arrangements. The report on the arrangements stated that monitoring would be carried out by the Inter-Agency Task Force, but it did not specify exactly how, or what the composition of the Task Force would be. Specifically, his delegation was interested in knowing what criteria the Task Force would apply in selecting team members, who would need to possess a wide range of abilities.

58. With regard to the specialized agencies, his delegation would like to know whether any difficulties were anticipated in the approval of the successor arrangements by the respective governing bodies. Lastly, it was important that the new arrangements be applied flexibly and that changes be made where appropriate.

59. Mr. IBRAHIM (Djibouti) said that his delegation, while welcoming the proposals for successor arrangements, shared the concerns expressed by other delegations regarding, for example, the relationship between regional offices and UNFPA. The Fund must provide more details of its proposals.

60. Mr. SINGH (Technical and Evaluation Division, United Nations Population Fund), introducing the report of the Executive Director on contraceptive requirements and demand for contraceptive commodities in developing countries in the 1990s (DP/1991/34), said that a substantial increase in resources for family planning programmes would be needed in order to increase contraceptive prevalence to the point where the total fertility rate fell to the 3.3 births per woman by the year 2000 factored into the United Nations medium-variant

population projection. For the total fertility rate to decline as projected, contraceptive prevalence must rise from 51 per cent to 59 per cent which, translated into regional terms, meant, for instance, that the number of contraceptive users would need to increase by 140 million in Asia and the Pacific alone. Projections would also need to take into account condom requirements for HIV/AIDS prevention.

61. Local production of contraceptives was under consideration in a number of developing countries. Two possible scenarios applied: first, that donor agencies would assume all financial responsibility for technology transfer and, secondly, that the private sector would provide the major portion of the capital investment, with donor agencies supporting activities relating to quality control and feasibility studies. The overall costs, regardless of the scenario, ranged from $46 million to $147 million. In both scenarios, a major portion of the funds would be expended by the end of the first five years. Even with the higher figure, donor assistance would cover only 2.9 per cent of the estimated total cost of $5 billion for contraceptives for the period 1991-2000.

62. Access to and availability of contraceptives were among the most important elements in reducing fertility. In developing countries, contraceptives were generally available from a variety of sources, including the commercial sector, government clinics and community-based distribution systems. Contraceptive social marketing had, since the early 1980s, been more cost-effective in reaching potential users than public channels. In addition to subsidizing prices, such marketing used systematic research to determine demand and to establish community-based distribution channels for specific target groups.

63. The report indicated that if the contraceptives required by developing countries were purchased on the international market, the cost would amount to some $627 million in the year 2000, not taking into account service delivery costs or costs for transport and storage. The highest regional cost would be in Asia and the Pacific, although Africa would have the highest proportional increase.

64. On the basis of past patterns, the report projected that total costs might be shared among the Governments of developing countries, the private commercial sector and the international donor community. Assuming a reasonable sharing of total costs, developing country Governments would need to provide $320 million, the private sector some $109 million and the international donor community approximately $198 million, reflecting a 9 per cent shift in costs from Governments to the donor community.

65. Lastly, the most recent Consultative Meeting had suggested that UNFPA, in cooperation with other interested parties, should focus on country-specific studies, and had identified 12 countries to that end. The studies would deal not only with contraceptive requirements but also with logistics management

(Mr. Singh)

and the possibility of local production. UNFPA would make the services of its Procurement Unit available to any donor which wished to avail itself of them.

66. Mrs. DUDIK GAYOSO (United States of America) said that her delegation welcomed the report on contraceptive requirements, which underlined the rapidly growing demand for contraceptives in developing countries. It was now necessary to ensure that enough supplies were available to meet the needs of current users, while supplying the millions of new users projected in the 1990s. Her delegation fully supported the Executive Director's recommendations, which would lead to substantial improvements in contraceptive supplies. Specifically, greater attention should be given to logistics management in order to distribute supplies efficiently. Procurement in the case of small purchases could be made more cost-effective by aggregating requirements. The UNFPA Procurement Unit should be strengthened to undertake that major new responsibility. A large share of supplies must come from the commercial sector, with the result that the capacity of commercial enterprises to expand access in developing countries to affordable contraceptives was critical for achieving the goals described in the report.

67. Lastly, her delegation commended UNFPA for its leadership role in hosting the Consultative Meetings on Contraceptive Requirements in Developing Countries. It looked forward to participating with the Fund in joint missions to selected countries in order to work with host country Governments in preparing detailed estimates of contraceptive requirements and in studying the costs of logistics management and, where appropriate, the possibility of local production. Such a coordinated effort was critical if the substantial increases in supplies which would be needed in the 1990s were to be forthcoming.

The meeting rose at 6.20 p.m.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/SR.16
11 June 1991

ORIGINAL: ENGLISH

GOVERNING COUNCIL

Thirty-eighth session

SUMMARY RECORD OF THE 16th MEETING

Held at Headquarters, New York,
on Wednesday, 5 June 1991, at 10 a.m.

President: Mr. PIRIZ-BALLON (Uruguay)

later: Mr. JASINSKI (Poland)

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(c) Support costs: successor arrangements

United Nations Population Fund and programme-level activities (continued)

(a) Annual report of the Executive Director for 1990

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The meeting was called to order at 10.20 a.m.

SENIOR MANAGEMENT STRUCTURE (DP/1991/50 and Add.1, DP/1991/51 and DP/1991/62)

PROGRAMME PLANNING (continued)

(c) SUPPORT COSTS: SUCCESSOR ARRANGEMENTS (DP/1991/25 and DP/1991/27)

1. Mr. DRAPER (Administrator), introducing the report entitled "A Strategy-Based Senior Management Structure for the United Nations Development Programme (UNDP)", prepared by the consulting firm of Kienbaum & Partners (DP/1991/50), said that he endorsed the broad thrust of the report. The strategy-based structure proposed was largely consistent with UNDP's own conclusions and with initiatives already under way. He endorsed the view stated in the report that the Associate Administrator should continue to function as the Administrator's alter ego. He also agreed with the report's position on the number of Assistant-Secretaries-General and its suggestion that the proposed structure would support between seven and nine ASGs.

2. He also supported the idea of creating a Strategy Group and a Bureau for External Relations and said that he proposed to proceed with their establishment. He endorsed the principle that the Human Resources Division should continue to report directly to him. Seventy per cent of UNDP's administrative budget was spent on its human resources, and the management of those resources was of vital importance at a time of change. While the start-up structure for the Division proposed in the report was consistent with his proposal in the budget, he did not endorse the concept of transferring the administrative functions of the Division to the Bureau for Finance and Administration (BFA). That would undermine initiatives already under way to outpost regional personnel functions and staff to the four Regional Bureaux. It would also sever critical links with other personnel management activities and policy initiatives. Furthermore, in the framework of the United Nations common system, the UNDP Policies and Compensation Section played a role in the development of human resource policy throughout the system and sub-issues therefore should be handled by the Human Resources Division.

3. The recommended establishment of a Programme Development Support Division was consistent with the proposals he had outlined in the budget. However, downgrading the level of the programme cluster directors to the D-1 level would send the wrong signals. To seize the challenges presented by Council decision 90/34 required the most seasoned, dynamic and innovative programme developers available.

4. In recognition of the increasing importance of issues relating to women in development, new institutional arrangements had been introduced entrusting programme support responsibilities to all Bureau for Programmes and Policy staff, particularly the Assistant Administrator. Training in issues pertaining to women in development would be provided to staff, and staff

performance appraisal would include gender-sensitivity as a standard requirement. The Division for Women in Development would continue to monitor the implementation of the relevant mandates, assist in policy development and fulfil its other responsibilities. The new arrangements reflected his determination to ensure that principles of equity and developmental efficiency were upheld in all of UNDP's work.

5. He endorsed the proposal to relocate the United Nations Sudano-Sahelian Office, the United Nations Capital Development Fund and the United Nations Fund for Science and Technology for Development/United Nations Revolving Fund for Natural Resources Exploration in the Bureau for Programmes and Policy. However, transferring staff from within the Funds to the Regional Bureaux would mean dividing well-integrated teams in each Fund and would not be practical. He recommended that the United Nations Volunteers (UNV) should be associated with the Bureau for Programmes and Policy, as UNV should not be viewed solely as a resource element in programme implementation. For legislative and historical reasons, the Special Unit for Technical Cooperation among Developing Countries (TCDC) and the United Nations Development Fund for Women (UNIFEM) should continue to report directly to him.

6. General Assembly resolution 44/211 and Governing Council decision 89/20 had made it incumbent upon UNDP to decentralize. He and his top managers therefore attached particular importance to the proposal to create the new position of Division Manager. The Regional Directors, working through the Division Managers, would provide improved service to member countries. The Division Managers would convey to the field the programme ideas developed by the Bureau for Programmes and Policy and would work with subregional clusters of Resident Representatives, directing human and financial resources where needed, providing training and encouraging the sharing of experience among programmes and the various subregional field offices. On the basis of his experience with the Action Committee, he believed that Division Managers, by providing hands-on support to field offices, would be able to improve programme quality and speed up programme delivery. The Division Managers should be seasoned field managers and command the necessary authority to become the first supervisory officers for field offices. As rightly pointed out in the Kienbaum report, it was not possible for a Regional Director to exercise effective control over 24 to 42 Resident Representatives. The Division Managers should be responsible for 8 to 10 countries, depending on programme size and other factors, which meant that a maximum of 14 Division Managers were needed. The Deputy Directors of the Bureaux would take on direct responsibility for the Regional Programmes.

7. Once that strengthened management structure was in place and the Division Managers had been appointed, he planned to increase the project approval authority of Resident Representatives to $1 million, that of Division Managers to a level of $2 million and that of Regional Bureau Directors, to $3 million. The Action Committee would consider projects at higher levels.

(Mr. Draper)

8. Decentralization would also be enhanced by the approval of nationally-executed projects by Resident Representatives and headquarters on the same terms as projects executed by the agencies or the Office for Project Services. Consequently, the Action Committee should continue to focus on more complex or policy-laden programmes and projects, advisory notes, country programmes and mid-term reviews. Authority and responsibility would thus shift to the Regional Bureaux and the field offices as part of the continuous process of decentralization. That change would be fully justified once the Division Managers were in place. Since he was convinced that the Division Managers should be appointed soon, he planned to implement the appropriate arrangements prior to the meetings with field officers scheduled for September 1991, and would report on the arrangements to the Governing Council in February 1992. No increase in budgetary resources would be required.

9. He was in agreement with the continuation of the current profile of the Bureau for Finance and Administration. The need for the Bureau to be headed by an Assistant Secretary-General related as much to the intrinsic significance of the functions as it did to the span of control.

10. The treatment of the Office for Project Services by Kienbaum was one of the weaker elements of the report. It did not constitute a proper review and fell far short of the detailed management review of the Service conducted a few years earlier. He therefore did not propose to subject OPS to yet a further reorganization.

11. The "grand strategies" proposed in the Kienbaum report were in great measure a reinforcement of the process of change started five years earlier within UNDP. Strategy development in such areas as United Nations leadership, human development leadership, thematic leadership, concentration on the least developed countries, and intellectual leadership was in constant evolution, and dialogue was under way at all levels on a statement of purpose for UNDP. Of the four options in the report, "strategic decentralization" offered the best opportunity to ensure the highest quality service at the field level. Field authority would be reinforced while maintaining the necessary standards of accountability, another crucial role for the Division Managers.

12. Turning to the question of support cost successor arrangements, he said that the documentation before the Council (DP/1991/25 and DP/1991/27) contained a detailed set of proposals which represented the culmination of joint efforts by the agencies and UNDP over a period of several months. Highlighting the major proposals in document DP/1991/25, he noted that an overview was provided of the financial implications of Governing Council decision 90/26 covering all the provisions of the successor arrangements in the context of resources.

13. Details were provided on the rationale for and purposes of the technical support facilities established by that Council decision. In response to requests by several delegations at the Council's special session in February,

(Mr. Draper)

data had been compiled on all currently available technical facilities in the United Nations system, placing technical support services at the programme level (TSS-1) and technical support services at the project level (TSS-2) in perspective and showing the gaps in the existing arrangements. The picture that emerged highlighted in particular the catalytic role that TSS-1 could and should play to bring together sectoral studies and analyses carried out under the regular programmes of the agencies and from other sources, including indicative planning figures (IPFs). Similarly, the need for TSS-2 to enhance the quality of technical implementation of projects emerged clearly. The data also identified the various stages of the project cycle, particularly the project monitoring stage, to which the resources of TSS-2 should be directed to achieve maximum impact.

14. As to the management of those facilities, UNDP proposed making them field-oriented and field-directed, again in the interests of decentralization. Since those facilities could be used effectively only if they were demand-driven, he had proposed that the work programme for TSS-1 should be guided by needs identified and articulated by Governments, through the United Nations Resident Coordinator, the United Nations team in each country and participating agencies. Approval of TSS-2 resources should be delegated to UNDP Resident Representatives in proportion to IPF resources. The establishment of those technical facilities was an innovative feature of the new arrangements and should help enhance technical monitoring of projects, build capacity in Governments for national execution and help all partners discharge their accountability more effectively.

15. Turning to administrative and operational services (AOS) for projects, he invited the Council to indicate which of the two methods of reimbursement for such costs presented in document DP/1991/25 should be adopted. The first model required payment of all such costs for all agencies from the IPF sub-line, including small agencies not participating in the current regime; the other model did so only in the case of agencies subject to the new regime, while the other agencies would be paid from central resources. The magnitude of the resources transferred to the IPF sub-line would of course depend on the option chosen by the Council.

16. With regard to the cost survey for the five major agencies and the establishment of differential rates for the charging of administrative and operational services (AOS), he said that consultants had prepared an interim report on the subject containing preliminary estimates, for each of the five agencies, of AOS costs relating to several specific clusters of services. While the data had been collected on a sampling basis and certain refinements still needed to be made before they could be used for operational purposes, the methodology used by the consultants was sound and the data currently available were valid in orders of magnitude.

17. A cost survey of the Office for Project Services (OPS), similar to the one conducted for the five major agencies, was in progress and the results

(Mr. Draper)

were expected shortly. On the basis of initial data it had been determined that the rate of reimbursement to OPS should be reduced from the current level of 11 per cent to 10 per cent under the successor arrangement. He was pleased to note that the World Bank Group had already agreed to such a reduction. That action had been taken in the spirit of enhancing the strategic relationship between the two organizations. The savings generated by those rate reductions would accrue to the benefit of the developing countries. He hoped that the Governing Council would endorse the proposals relating to successor arrangements at the current session.

18. Mr. DE GROOT (United Nations Industrial Development Organization), speaking on behalf of the Food and Agriculture Organization of the United Nations, the International Labour Organisation, United Nations Educational, Scientific and Cultural Organization, the United Nations Industrial Development Organization, the World Health Organization, the World Intellectual Property Organization and the World Meteorological Organization, said that he wished to highlight the main concerns of the agencies on the question of successor arrangements for agency support costs, while recognizing that detailed consideration of issues pertaining to individual agencies would take place in the discussions scheduled for 13 June. He reiterated the importance of those discussions and of the impact which the Governing Council's decision would have on the agencies and UNDP, primarily in terms of how the organizations in the United Nations system would cooperate in the future to support Member States through operational activities.

19. The agencies welcomed the renewed emphasis on technical expertise and substantive involvement in operational activities and the revitalized tripartite relationship that was expected to bring about. The Council's framework decision (decision 90/26) offered the potential for a system of cooperation between national authorities and the United Nations system and related reimbursements that would strengthen the cohesion of the system and improve contributions to Member States. However, the decision could also be elaborated into a system which did not utilize that massive potential or which, in fact, had a negative impact on the tripartite system.

20. The constructive spirit of the intensive discussions between UNDP and the agencies was reflected in the progress made in developing the information requested at the special session in February and in narrowing the differences of views on various components of the successor arrangements. However, certain aspects of the proposals made in the Administrator's report (DP/1991/25) did not respond in the optimum manner to the letter or spirit of Council decision 90/26. Those included the proposals for the management and level of the TSS facilities and the proposed distinct treatment of, inter alia, the Office for Project Services, and the overall complexity of the arrangements.

21. Those and other concerns had been addressed in a paper which was available to delegations. The agencies stood ready to respond to any

(Mr. De Groot, UNIDO)

questions and looked forward to a clear and positive decision on the successor arrangements.

22. Ms. MILLS (Deputy Controller, Office of Programme Planning, Budget and Finance) said that the United Nations had a number of concerns about the implications of Governing Council decision 90/26. Pursuant to that decision, the United Nations Department of Technical Cooperation for Development (DTCD) would come under the new regime, while other United Nations offices would have the option of continuing under the current arrangements. The United Nations was a single organization, with one administration, one regular budget and one set of financial regulations. Among the issues raised in consultations concerning the proposed arrangements were the question of the respective roles of the UNDP Governing Council and of the General Assembly in decisions affecting the United Nations regular budget; the respective roles of funding agencies, executing agencies and Governments in tripartite arrangements; and the question of which intergovernmental body had the authority to decide on the nature and the extent of United Nations involvement in operational activities.

23. That involvement was marked by a number of special qualities, including universality, political neutrality, commercial disinterestedness and accumulated technical expertise and administrative experience. However, Member States were entitled to decide whether the United Nations should reduce, refocus or eliminate its operational activities. If Member States decided to change the current balance between the regular United Nations budget and extrabudgetary funds for such operational activities, they must also ensure that the sum of United Nations resources was adequate for the tasks assigned, that systems for providing the resources were workable and that there was sufficient predictability to allow for planning and adjusting to changing demands. The United Nations was working not to resist change, but to devise a system under which change could be planned and managed constructively.

24. The United Nations disagreed with some of the conclusions and recommendations in the Administrator's report on support cost successor arrangements (DP/1991/25). With respect to technical support services at the programme level (TSS-1) and technical support services at the project level (TSS-2), resources to be earmarked for TSS-1 should not have been included in comparisons between current income and the successor arrangements, since TSS-1 was a new facility. The United Nations expected full compensation from UNDP for any TSS-1 activities it was requested to carry out. In contrast, it was doubtful that the resources allocated for TSS-2 would be adequate to enable the United Nations to fulfil its project monitoring and technical backstopping responsibilities, unless Member States increased regular budget resources to compensate for decreased UNDP support for such activities. The shifting of resources from TSS-1 to TSS-2 within an overall ceiling of $124 million was an inadequate response to the need for technical services in developing countries.

(Ms. Mills)

25. The proposed "two-track" system for the reimbursement of administrative and operational services costs would result in problems for both DTCD and the other United Nations offices which were executing agencies. Section IV of the report contained a discussion of the problems and disadvantages of charging part of the smaller agencies' 13 per cent reimbursement for support costs to individual country indicative planning figures (IPFs) instead of paying them from a centrally managed pool of resources. Many of the disadvantages cited would also apply to the agencies that would come under the new system for payment of AOS costs.

26. The preliminary results of the cost survey and establishment of differential rates for clusters of AOS services would require considerable refinement before any valid preliminary cost rates could be produced. There was a significant difference between the actual cost rates and the reimbursement rates, which were subject to an overall ceiling of 10 per cent regardless of the executing agencies' actual costs. That arrangement could necessitate a larger subsidy from the United Nations regular budget than had been considered acceptable by Member States to date.

27. The United Nations fully supported the Administrator's proposal to extend the flexibility provisions applicable to small agencies to eight United Nations offices which were also small executing agencies. The United Nations also shared the concerns of agencies, reflected in paragraph 73 of the report, regarding currency fluctuations.

28. Since the management of change required a certain degree of predictability, and much uncertainty remained in many aspects of the proposed successor arrangements and their impact on probable earnings, the United Nations did not agree with the conclusion in paragraph 81 of the report that additional transitionary measures were unnecessary. However, the United Nations would continue to work with all the parties concerned towards a mutually satisfactory solution.

29. Mr. LINCOLN (World Meteorological Organization) said that although his statement represented the position of the World Meteorological Organization (WMO), it also reflected the views of other small technical agencies. Since the needs of developing countries always exceeded the resources available for assistance, the WMO technical cooperation programme depended on the reimbursement of support costs. In previous years, when the currency exchange rate had been favourable, WMO had not always required all of the available support cost reimbursement funds. However, since small technical agencies had no protection from the current fluctuations in exchange rates, they were obliged to supplement the cost of administering UNDP projects at the expense of important aspects of their regular technical programmes. In principle, however, at least the identifiable expenses incurred by WMO should be reimbursed in full, especially since it had always provided scientific and technical support to projects on the basis of partnership.

(Mr. Lincoln, WMO)

30. With respect to the specific points under consideration, his delegation fully supported the increase in the upper limit of flexibility to adjust for inflation; opposed the option of negotiating support cost reimbursements on a project-by-project basis, since WMO had no country representation with whom to negotiate the reimbursements; and believed that protection against the adverse effects of currency fluctuation should not incur net cost over time for the system as a whole. The predictability of reimbursement was a major concern of all technical agencies. The final agreement should be balanced and fair to all partners in the tripartite arrangement of technical cooperation.

31. Ms. KARRE (Sweden) noted that the new support cost system laid down in Governing Council decision 90/26 had been envisaged as a step towards implementing major changes in United Nations operational activities, but the Council seemed to have lost sight of the goals and principles of that decision. Any decision on support costs must clearly define the services to be rendered under the new system and cost calculations must be based on the substance of the programmes. Her delegation could not accept any agreement on support costs which involved an automatic advance distribution of resources. It was prepared to participate constructively in the discussions on the understanding that the Council adhered to the long-term goals of the reforms.

32. Mrs. DUDIK GAYOSO (United States of America) said that the new system of support cost arrangements for major sectoral agencies was intended to correct long-standing problems in the technical assistance provided by the United Nations system by reducing or eliminating incentives for agencies to maximize project volume at the expense of project quality and by encouraging agencies to strengthen their analytical and technical support capacities at the programme and project levels. It was also intended to encourage and facilitate national execution of projects.

33. The participation of agencies in development cooperation activities had been a source of strength for the entire United Nations system. While UNDP remained the system's principal development assistance organ, its capacity would continue to depend on the complementary relationship between UNDP-financed technical cooperation activities and the regular programme activities of the major sectoral agencies. The new support cost arrangements were a principal means of restructuring the tripartite system, and the central funding role of UNDP must reflect the evolution of project financing and execution modalities over the previous 20 years. It was essential that UNDP should maintain a critical minimum of funding for agency support of upstream activities that were not already covered by support cost arrangements and for greatly improved technical support of downstream project-related activities. The principle of cost sharing between UNDP and agencies, contained in decision 90/26, should be borne in mind in working towards the definite decision which the Administrator had requested.

34. Mr. TAL (Director, Planning and Coordination Office) said that he wished to clarify two issues raised in the informal paper on the views of the United

(Mr. Tal)

Nations concerning successor arrangements for support costs. Although the paper referred to "difficulties" regarding acceptance by UNDP of the position of the United Nations Controller as the focal point of communications, in fact UNDP had always followed the advice of the United Nations in the matter without disagreement. As for the alleged opposition by UNDP to the proposal to engage consultants to carry out the cost survey, he said that the issue of the survey had been raised by UNDP. UNDP had then proceeded, in consultation with the agencies, to contact the consultants proposed by FAO and to establish the terms of reference for the survey.

35. The PRESIDENT, in reply to Mr. JOMAA (Observer for Tunisia), said that he would consult with the other members of the Bureau on whether it would be appropriate to invite the Chairman of the Advisory Committee on Administrative and Budgetary Questions to introduce the Committee's report (DP/1991/62).

36. Mr. van ARENDONK (Deputy Executive Director for Programme, United Nations Population Fund), replying to the questions raised during the debate, said that UNFPA and the Executive Director viewed their primary task as one of assisting countries to achieve self-reliance in the development of their population policies. The Fund was a development agency whose objective was to transfer technical knowledge and know-how. There were a number of problems involved in the provision of technical assistance through the United Nations system, which was the reason changes were being proposed.

37. The proposed new system concerning agency support costs for UNFPA outlined in document DP/1991/35 would consist of four partners: UNFPA, recipient countries, United Nations agencies and non-governmental organizations. The proposal was in accordance with the instructions given in the relevant Governing Council decision and General Assembly resolution and was the outcome of one and a half years of examining various models, including that of the United Nations Children's Fund (UNICEF). The possibility of using the private sector had also been considered. Furthermore, the proposal had not been developed in isolation. It was based on the experiences of the field offices in a number of countries and on consultations with Governments and non-governmental organizations. UNFPA had held lengthy consultations with UNICEF, UNDP and WHO, and had requested them to seek new ways of providing technical assistance.

38. Since a number of valid questions as to the real content of the proposal remained to be answered, detailed terms of reference had been issued for each of the parties thereto. Two of those parties were of strategic importance: the country director and the team leader. While the team would be coordinated and managed by the UNFPA team leader, team members would be technically backstopped by the United Nations agencies which had the competence and know-how to help them. The leader would be in contact with the respective country directors, agency headquarters and UNFPA. The objective was to provide quality technical assistance at the right time and in the right place without too much delay. The positioning of teams in various locations would be discussed in detail at a later time.

(Mr. van Arendouk)

39. With regard to the monitoring of the system, a task force had been established, to be presided over by the Deputy Executive Director (Programme). The task force would report to the Executive Director. The system would be phased in gradually, and it was the Fund's intention to report to the Governing Council during the system's third year of operation.

UNITED NATIONS POPULATION FUND (continued)

(a) ANNUAL REPORT OF THE EXECUTIVE DIRECTOR FOR 1990 AND PROGRAMME-LEVEL ACTIVITIES (continued) (DP/1991/28 (Parts I-III) and 30-35)

40. Mr. URBINA (Observer for Mexico) said that the participation of his delegation in the consultative group on contraceptive requirements was important because Mexico ranked fifth among developing countries with respect to the number of users of contraceptives (8.4 million). His delegation fully agreed that there was need for more intensive studies of contraceptive requirements on a country-by-country basis. Such studies would be useful in estimating logistical and contraceptive requirements in selected countries.

41. The proposal to support the local production of contraceptives in certain developing countries was particularly relevant. Priority should be given, to the extent possible, to supporting national enterprises with a view to facilitating a broad transfer of technology in that field. On 4 June 1991, Mexico had signed an agreement to begin the production of Cyclofem, a new monthly injectable contraceptive developed by WHO in cooperation with other countries, including Mexico; that contraceptive method would be of central importance to Mexico's family planning programme.

42. The establishment of a coordinated procurement mechanism in UNFPA should make available to developing countries the best contraceptives at the lowest possible prices. However, in view of the extraordinary complexity of a logistical system of that size, the proposal should be examined in greater detail and further developed before it was implemented.

43. Miss HASSAN (Observer for Egypt) said that her delegation hoped that the Executive Director's report on contraceptive requirements (DP/1991/34) would be updated in the light of the views expressed at the recent meeting of the consultative group. She agreed with the representative of Mexico that the proposal on the coordinated procurement mechanism required further thought.

44. Mrs. RIVARD (Canada) said that the projections of contraceptive needs should be further developed and refined at the country level. Her delegation fully supported the establishment of smaller groups to carry out country-specific studies, and it was pleased to see that the Fund was including a broad range of related elements in its cost estimates.

45. While the idea concerning a coordinated procurement mechanism was a very interesting one, further details would be required, including regarding how the Fund's procurement facilities would cooperate with others involved in

(Mrs. Rivard, Canada)

procuring contraceptives for the developing world. The Fund should perhaps consider using contractual services rather than expanding its own staff.

46. Canada supported the Executive Director's request to set up a consultative group and expressed interest in becoming part of the group. That initiative would help meet the challenge of consolidating the gains of the past and making quality family planning services more available. The consultative group could assist UNFPA in reviewing options for expanding the Fund's procurement facilities. The Fund should provide the Governing Council with specific information regarding the proposed expansion.

47. Mr. Jasínski (Poland) took the Chair.

48. Mr. ALISON (United Kingdom) said that his country agreed with the general conclusion of the recent meeting of the consultative group that the next step was to conduct more country-specific work under arrangements satisfactory to all parties. That exercise involved the expansion of resource mobilization and the strengthening of the efficiency and effectiveness of programme implementation and could lead to alternative models of technical assistance. Good inter-agency cooperation had been achieved in the area of logistics. Finally, his delegation endorsed the comments made by the representative of Canada on procurement arrangements.

49. Mrs. KRAUER MULLER (Switzerland) asked the Administration to clarify the function and composition of the consultative group as well as its institutional relationship with UNFPA and the Governing Council.

50. Ms. PRADEL (Germany) questioned the need for projections of contraceptive needs and costs. In countries where the market mechanism of supply and demand was fully operational there was hardly any need for such projections, while in countries where consumer demand had no influence on the market, institutions should collect information on existing demands and report them to their purchasing units. It was precisely in the areas of data collection and reporting that projections were needed. Germany fully supported the strengthening of national capacities to deal with such tasks. There was no need for a central administration to undertake such costly surveys each year. A central information system that provided countries with incentives to develop their own needs assessment procedures and that shared its information with all countries, including their private sectors, could improve national activities.

51. Once the developing countries had the capacity to estimate their own contraceptive requirements, they could enter the world market and articulate their demand. Since demand in many developing countries was high, those countries would be in a position to influence world market prices of contraceptives. Small developing countries with limited purchasing power could combine their demand with other countries in order to strengthen their position.

(Ms. Pradel, Germany)

52. The next step was the funding of developing countries' demand for contraceptives. In that regard, contraceptive requirements exceeded the financial possibilities of developing countries, and there was a real need for additional funding. Such funding could be provided either by traditional mechanisms or by the World Bank or other lending institutions.

53. Her delegation strongly supported the idea of encouraging local production of contraceptives, provided that international standards were guaranteed so that the health of women in developing countries was not impaired. Small developing countries, for which local production might not be profitable, could consider establishing regional markets.

54. In some cases, the use of traditional medicine might be detrimental to the urgent need to bring population growth into harmony with existing natural resources and social and economic conditions. In any case, both women and men in developing countries should have access to the same effective and safe contraceptives as women and men in developed countries.

55. The channels of contraceptive distribution in developing countries should be carefully analysed. While the integration of all distribution modes into one national system might be helpful, that might, in some cases, impede the innovative power of non-governmental organizations and the private sector. Each developing country must decide whether it favoured such a national system or whether it favoured internal competition for the best distribution channel.

56. Mr. KABIR (Observer for Bangladesh) said that his delegation supported the proposal to analyse and refine the study on contraceptive requirements, taking into account the situation prevailing in different countries. Bangladesh underscored the importance of local production in the developing countries and looked forward to continuing its cooperation with UNFPA in that area.

57. Mr. KITATANI (Deputy Executive Director for Policy and Administration, UNFPA) introducing the work plan for 1992-1995 (DP/1991/30), said that it was based on annual increases in funding of only 10 per cent. It had been estimated that the Fund's income would reach $262 million in 1992, $288 million in 1993, $317 million in 1994 and $349 million in 1995, for a total of about $1.2 billion for the four-year planning period.

58. The next step was to decide how to make use of those resources. Until 1990, UNFPA had used its programmable resources for country and intercountry activities. Overheads to executing agencies had not been paid from programmable resources but had been included together with the administrative and programme support services budget in the separate category of operational costs. In keeping with the proposal on successor arrangements for agency support costs, that system would be changed. Agency overheads would be reduced from 13 per cent of project delivery to about 6 per cent; they were being renamed "indirect administrative services" and included in the category of "programmable resources". The concept of "technical support services" was

(Mr. Kitatani)

being introduced; those services, estimated at about $90 million for 1992-1995, were for regional technical advisers who had previously been budgeted under regional activities.

59. Total programmable resources would rise by about 13 per cent, from $854 million in the 1991-1994 period to $965 million in the 1992-1995 period. Country activities would rise by 12 per cent, from $580 million in 1991-1994 to almost $650 million in 1992-1995. The percentage of total programmable resources remained almost the same, namely, 67.9 and 67.2 per cent. Finally, regional activities in 1992-1995 would no longer include regional advisory services, since they had been included in technical support services. The overall proportion of intercountry activities therefore would decrease from 24 per cent in 1991-1994 to 18.5 per cent in 1992-1995.

60. Additional statistical information on the work plan was contained in document DP/1991/31, which dealt with the financial implementation of all programmes approved by the Governing Council. It was worth pointing out that the balance of commitment of Council-approved programmes amounted to about $322 million, and UNFPA was proposing new country and intercountry programmes of about $337 million. If the Council approved those programmes, more than half of all country resources for 1991-1994 and all intercountry resources for 1992-1995 would be committed.

61. Mr. NIKAI (Japan), referring to the status of financial implementation of Governing Council-approved UNFPA country programmes and projects, said that in some cases expenditure had exceeded the amount approved by the Council. Although it was not his intention to discourage the Fund's efforts to increase programme delivery in any country, the overspending was none the less regrettable. If UNFPA had found it necessary to increase the resources allocated to particular countries, it should have requested a revised authorization. Furthermore, the amount overspent should not be taken into account in calculating the total resource delivery rate. He would appreciate further clarification of those matters.

62. With regard to the work plan for 1992-1995, while his delegation deemed it to be generally acceptable, some questions remained to be answered. With regard to the utilization of resources in 1990, his delegation had serious difficulty in accepting the concept of deficit carry-forward, which would render programme expenditure authority meaningless. It was contrary to one of the Fund's basic principles, namely, that expenditures under the work plan should not exceed the resources available, as stated in the Fund's financial regulation, and had not been discussed at the 1988 session of the Council at which the concept of programme expenditure authority had been adopted.

63. His delegation felt that the projected 10 per cent annual increase in income was overly optimistic. It was also regrettable that the projected 6 per cent increase in the administrative and programme support services budget was not reflected in the budget for those services proposed for the biennium 1992-1993. As to the distribution of programme resources, Japan felt

(Mr. Nikai, Japan)

that the share of expenditures for country programmes should be greater than 70 per cent, as in 1990, and would appreciate knowing why that had not been achieved.

64. Concerning the regional distribution, while accepting the relative increase in programmable resources for Africa, he failed to understand why the Asia and Pacific region's share had declined, when there were still 16 countries in the region to which priority was being given, while the shares of other regions had not. There appeared to be a lack of transparency with regard to the distribution of resources to that region.

65. Mr. HERNAR (Observer for Norway) said that the Fund's rolling four-year work plans reflected its overall financial situation and priorities. In taking into account the Fund's review and assessment exercise, and the Amsterdam Declaration on A Better Life for Future Generations, it might be advisable to convert the work plan into a more policy-oriented document which would better indicate the Fund's future priorities and goals. He urged UNFPA to consider that possibility, as it would enable Member States to discuss the Fund's strategy and future direction on the basis of the rolling four-year work plans.

66. His delegation had noted that the work plan for 1992-1995 referred only to those activities that were funded from general resources. Since general resources had hitherto constituted more than 95 per cent of the total, that approach was acceptable. However, it would be desirable for UNFPA to include multi-bilateral programming in its planning procedures at all levels, especially as it was endeavouring to increase such funding, as well as other mechanisms, in the future. The income projections in the work plan were based on recent trends in the growth of the Fund's resources. While such an approach to resource planning might be optimistic, his delegation supported it, and endorsed the recommendations in document DP/1991/30.

67. Mr. MOYE (United Kingdom) said that his delegation fully supported the proposed work plan and appreciated the extensive information provided. He, too, had noted that, in some cases, expenditure had exceeded the approved authorization. While his country did not wish to encourage financial irresponsibility, it was aware that donors also expected UNFPA to fully utilize the resources available, and that it must have some flexibility in that regard.

68. He endorsed the proposal to set the level of the operational reserve at 20 per cent of estimated income for each year. With regard to the percentage of programmable resources allocated to country activities, he wondered whether there might not be a need to increase the resources in that area, even at the expense of certain intercountry and interregional projects. As could be seen from some country programmes, the Fund did not have sufficient resources to commit as it wished, and had expressed the need for more multi-bilateral funding.

69. Ms. MAGUIRE (United States of America) said that her delegation endorsed the work plan for 1992-1995 and the specific recommendations in paragraph 35 of document DP/1991/30.

70. In reviewing the information on recent trends in UNFPA resources, her delegation had noted with satisfaction that a gradually increasing percentage was being allocated to country programmes, and especially to Africa.

71. Less encouraging was the decline in the proportion of UNFPA resources devoted to family planning activity. Her delegation strongly believed that the expansion and strengthening of family planning services remained the most important challenge for the 1990s. Donors and Governments alike would need to redouble their efforts in order to expand the number of public and private facilities offering quality family planning services, to train additional delivery personnel and to provide the contraceptives needed to stock those facilities. The United States Agency for International Development remained firmly committed to that vision and looked forward to working closely with UNFPA, other donors and national Governments in making family planning services readily available to all couples who sought them.

72. Mr. SAHLMANN (Germany) said that his delegation supported the work plan and agreed to the regional distribution of resources. However, the question of available resources should not be dealt with in an overly optimistic manner. The Fund was encountering difficulties because income was lower than had been projected. In his delegation's view, the UNFPA Administration should endeavour to prevent that from happening. Overspending was a serious problem if it did not fall within an acceptable range, and that, too, should be monitored by the Administration. He also felt that the question of setting the level of the operational reserve at 20 per cent of estimated income could be dealt with by the Budgetary and Finance Committee.

73. Mr. PALMA (Observer for Mexico), referring to the work plan for 1992-1995, said that the proposed distribution of resources over the period was characterized by greater centralization than in previous years. From 1987 to 1990, the share of expenditures for country programmes had increased to 70.6 per cent of total expenditures. In contrast, for 1992-1995, the proposal was to reduce that percentage to 67.2 per cent. His delegation therefore supported the proposal made by the United Kingdom representative to increase the resources allocated to country programmes.

74. Drawing attention to document DP/1991/30, he said that the substantive areas of expenditure shown in table C were not mutually exclusive. For example, a project to improve the status of women could also support information, education and communication as well as family planning. While fully agreeing to the proposed distribution of resources, his delegation suggested that the functional categories should be revised to make them mutually exclusive, and that an indication should be given of the type of activities which should be developed in each category.

The meeting rose at 1.05 p.m.